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In an attempt to (1) provide a forum for the discussion of critical problems related to higher education in the West, (2) strengthen understanding and communication among western legislators, public officials, and members of the educational community, (3) assist in the dev lopment of a priority list of program areas of concern in which the Western Interstate Commission for Higher Education (WICHE) might be helpful, (4) present facts, share ideas, and seek new solutions to problems, and (5) gain insights, widen horizons, and learn from the experiences of colleagues in other states, a legislative work conference with representatives from 13 western states was called. In one of five major addresses, Governor John Love of Colorado urged that WICHE include the training of specialists in government and research as a phase of its operation. John Dale Russell discussed higher education finance, calling attention to the need for educators to use greater efficiency in the process of higher education and for legislators to increase the financial support of higher education in their respective states. Robert E. Smylie made the point that education shapes society. He appealed to the universities to provide public administrators to help solve the problems of society. Jack M. Campbell spoke of major concerns of Americans in their expectations of higher education. James L. Wattenbarger outlined trends, issues, and problems related to the development of junior colleges (DG)

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PARTNERSHIP for PROGRESS

The Report of a
LEGISLATIVE WORK CONFERENCE
ON
HIGHER EDUCATION IN THE WEST
Held December 3-5, 1967

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WICHE is a public agency through which the people of the West work together across state lines to expand and improve education beyond the high school.

HISTORY:

- was created to administer the Western Regional Education Compact, which has been adopted by the legislatures of all the 13 western states;
- was formally established in 1951, after ratification of the compact by five state legislatures; program activity began in 1953.

ORGANIZATION:

- is composed of 39 commissioners, three from each state, appointed by their governors; they serve without pay;
- is served by a small professional staff, supplemented by consultants, councils, and committees.

PURPOSES:

- seeks to increase educational opportunities for western youth;
- assists colleges and universities to improve both their academic programs and their institutional management;
- aids in expanding the supply of specialized manpower in the West;
- helps colleges and universities appraise and respond to changing educational and social needs of the region;
- informs the public about the needs of higher education.

PROGRAM AND PHILOSOPHY:

- serves as a fact-finding agency and a clearinghouse of information about higher education, and makes basic studies of educational needs and resources in the West;
- acts as a catalyst in helping the member states work out programs of mutual advantage, by gathering information, analyzing problems, and suggesting solutions;
- serves the states and institutions as an administrative and fiscal agent for carrying out interstate arrangements for educational services;
- has no authority or control over the member states or individual educational institutions; it works by building consensus, based on joint deliberation and the recognition of relevant facts and arguments.

FINANCES:

- is financed, in part, by appropriations from the member states of $15,000 annually; nine states also contribute $7,500 each to participate in a regional mental health program;
- receives grants for special projects from private foundations and public agencies; for each dollar provided by the states during the past few years, WICHE has received more than four dollars from non-state sources; in the past 12 years, grants have exceeded $7,000,000.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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PARTNERSHIP for PROGRESS

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Edited by
Robert H. Kroepsch
and
Dorothy P. Buck

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WICHE

Western Interstate Commission for Higher Education
University East Campus Boulder, Colorado 80302
March, 1968

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FOREWORD

Partnership for Progress has been selected as the title for this collection of papers presented at WICHE's fifth Legislative Work Conference on Higher Education in the West. It is obvious to those who are concerned about the future that a viable partnership between educators and legislators must exist. WICHE feels a strong obligation to nurture this partnership.

Legislators and educators look at the educational process from different points of view. Their responsibilities are different. Their motivations are different. Their personality structures may be different. Certainly their *modus operandi* are different. Often they appear to be in conflict with one another. But, by the very positions they hold, members of both groups have committed themselves to advancing the social, economic, cultural, and educational climate of their state. Thus, if progress is to be made, they must participate as partners.

The Western Interstate Commission for Higher Education—working under an interstate compact and composed of educators, legislators, and lay leaders—is in a unique position to improve the channels of communication, to encourage thoughtful dialogue, and to raise the level of understanding of the frustrations and of the problems —of these two groups. As a neutral convener, WICHE sponsors many meetings between governmental officials and educators, between representatives of institutions in various states, between the academicians who prepare specialized manpower in colleges and universities, and the practitioners in the field who hire the graduates of these programs.

This conference on selected problems in higher education was attended by 175 participants representing many aspects of higher education and of government. The people of the West are deeply indebted to those public-spirited citizens who were willing to contribute their time, energy, and wisdom to take part in such an effort. Both their evaluation sheets and letters suggest to the Commission that it should mount this kind of program on a regular basis.

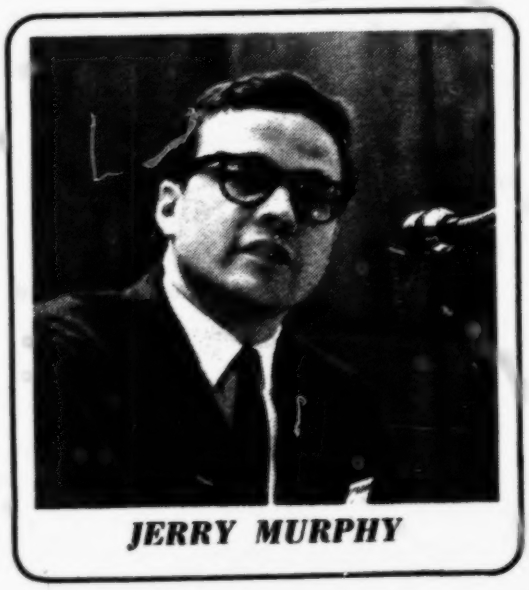
To Jerome K. Murphy, Special Assistant to the Assistant Secretary for Legislation of the Department of Health, Education, and Welfare, go special thanks for his preconference briefing on the current status of higher education bills in the Congress. His articulate presentation and frank statements were most informative and helpful.

To the Commissioners and staff members, who served in a variety of roles to contribute to the success of the sessions, we are most grateful. To Dorothy Buck and Lee Gladish of the WICHE staff, I should like also to express my personal appreciation for their valuable assistance in putting this report together.

This publication has been distributed to all legislators, college and university presidents in the West. We trust it will help stimulate and encourage the dialogue and strengthen the partnership for progress.

Robert H. Kroepsch
Executive Director, WICHE

Boulder, Colorado
March 1968



JERRY MURPHY

PARTNERSHIP FOR PROGRESS: COMMENTS OF WICHE'S CHAIRMAN

SENATOR SANDISON—OREGON

The problems higher education and government are facing today are indeed critical and important. They are most frustrating and are difficult of solution. But there is a solution. There has to be a solution because the future of every state, of the western region, and perhaps of mankind hinges on their resolution. These problems include financing higher education, areas of cooperation between state government and higher education, and issues and problems related to community colleges as well as to public service.

WICHE is concerned about these vital problems. As a public agency through which the people of the West work together across state lines to expand and improve education beyond the high school, WICHE is committed to serve the needs of the West. This West is changing in significant ways.

Consequently, WICHE sponsored its fifth legislative work conference, one of a series which have attempted to produce greater understanding between state governments and the systems and institutions of higher education in the 13 western states.

This, WICHE's fifth legislative work conference, was held in response to the expressed need for focusing on these problems which are related to education beyond the high school and which are of mutual concern to all who are aware of our changing educational and governmental relationships: the problems of finance, public service, community colleges, and other current concerns of the public. These problems are and will continue to be main concerns of the West's decision-makers in higher education and in government.

The objectives of this fifth legislative work conference were: (1) to provide a forum for the discussion of critical problems related to higher education in the West: (2) to strengthen understanding and communication among western legislators, public officials, and members of the educational community; (3) to assist in the development of a priority list of program areas of concern in which WICHE might be helpful; (4) to present facts, share ideas, and seek new solutions to problems—both old and new; and (5) to gain insights, widen our horizons, and learn from the experiences of our colleagues in the other states.

The ultimate goals of this conference are to provide, through regional cooperation, the finest resources in talent and programs which will assist in improving education beyond the high school in the West. We will disseminate the significant findings to college administrators, faculty members, and public officials concerned with the broad and fundamental issues in higher education in the West in order to meet the challenge of the times and to stimulate further study in underdeveloped areas of research on higher education and thus to bring about indicated economic, social, and educational changes.

We believe that the channels of communication between the states of the West must be broadened and deepened, and this can come only if we get to know each other and engage in frank discussion of our common problems. Consequently this conference was called to attack our common problems in an atmosphere of mutual respect for and understanding of each other's responsibilities and goals.

One of the most urgent problems, that of finance, was discussed by Dr. John Dale Russell, authority on higher education finance who has directed and participated in major studies and surveys in higher education.

Dr. Russell said that of the four main sources of funds—federal, state, endowments, and gifts—only state appropriations are really significant at this point. He stated that endowments, gifts, and federal programs cannot be increased in sufficient amounts to close the gap between what is needed and what is available.

Participants agreed in general with his suggestions for increased efficiency, economizing, consolidating, and otherwise making more efficient the process of higher education as one way of meeting the higher cost brought on by larger enrollments and demands for increased academic programs. Dr. Russell stirred a bit of controversy when he said, "If a [state] scholarship system seems advisable, it should be treated as money spent for welfare, not for higher education."

He assured legislators that, "You won't lose many votes for re-election if you use every means at your disposal for seeing to it that higher education is adequately supported in your state." He added that he had never seen or heard of a state or a nation that had gone bankrupt because it spent too much of its resources for the support of higher education.

Dr. Robert E. Smylie, former governor of Idaho and practicing attorney, made the point that education shapes society. He appealed to the universities to provide public administrators to help solve the problems of society, asking that government, industry, and universities abandon their separateness and work together.

He listed a number of reasons why universities and colleges are in a position to help build a responsible society: they have staff, facilities, and prestige; they have the human talent required for dealing with the problems of a society as distinguished from the problems of an enterprise; they have disciplines of

objectivity and are committed to the search for new knowledge.

Dr. James L. Wattenbarger, community college authority, outlined trends, issues, and problems related to the development of these junior colleges which are tuned to the needs of the community and are the answer for many students who need to improve an outmoded skill, learn a new one, or supplement their cultural background.

"The Public's Current Concerns" about higher education were spotlighted by Jack M. Campbell, governor of New Mexico from 1963 to 1966 and currently director of the Institute on State Programming for the 70's at the University of North Carolina, Chapel Hill, N.C.

He spoke of major concerns of Americans in their expectations in regard to the competence and influence of higher education.

Looking to the future, a significant suggestion was made by Governor Love of Colorado ". . . that we consider an extension of the compact between our western states in education to include the training of specialists in government and governmental research. We might even consider it as a University of the West that would use the physical plant and faculties of our present institutions. From each of these would be made available areas of specialization for the student. They would be trained in law, national resources, finance, social problems, economics, government, and many other closely associated areas with emphasis on the unique problems of the West. From this pool of knowledge we could draw the help we need in government to make decisions and initiate programs."

In combining the efforts of governors, legislators, and educators in the West, WICHE is continuing a partnership which will help us meet the enormous problems of spiraling college enrollments. Planning together permits us to work for rational growth in both the quality and quantity of education being offered to western residents while we continue to face the real and necessary limitations of available funds.

We believe that this was a worthwhile conference, that it furthered understanding and cooperation. After this conference, we participants went back to our offices, to our businesses, to our campuses, and to our jobs, and the problems that we had left, to attend the conference, were still there. We believe that, because of the fact that a group of us sat down together at this conference, that we exchanged ideas, that we listened to other people's viewpoints and heard new ideas and new concepts, we were better able to solve our own problems. We believe that we are coming closer to solving the critical problems facing the West. We must if we are to serve the people we represent.

On the behalf of the Commissioners and the staff of WICHE, allow me to extend our most heartfelt appreciation to all who gave up so much of their personal time to address themselves to these problems.

Gordon Sandison
WICHE Chairman

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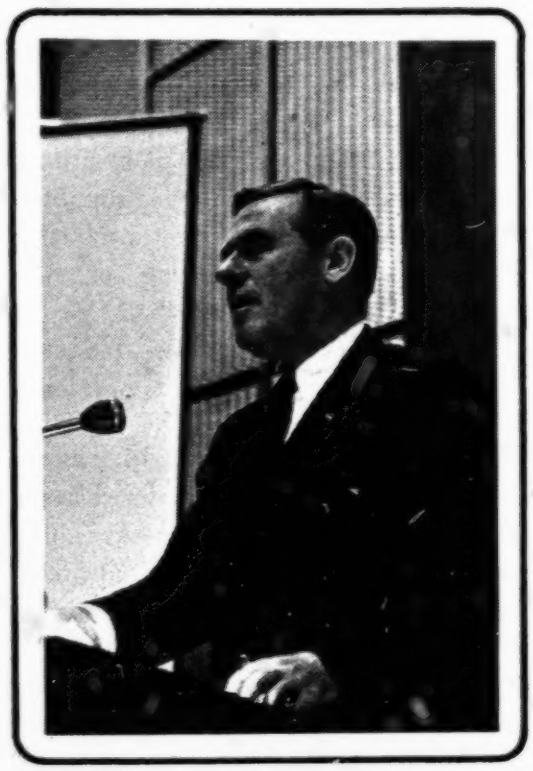
Section 1

A GOVERNOR LOOKS AT HIGHER EDUCATION

John A. Love*



It is a pleasure for me to welcome you to Colorado and to acknowledge our pride in hosting the fifth legislative work conference on higher education in the West. The Western Interstate Commission for Higher Education are "home folks" to us, but they are certainly not prophets without honor at home as you can tell from the attendance here.

You were most gracious in asking me to keynote this conference and share with you a governor's view of higher education. A recent New York musical show was titled "On a Clear Day You Can See Forever," and appropriately, when I look at higher education, I can see forever. I can see in it all of the four problem areas you are considering, finance, public service, community colleges, and the concern of the public. I can see what I hope will be a never ending search for the role of higher education and, if my crystal ball doesn't get smoggy, I hope to see for you some suggested guidelines for the future of higher education from a politician's vantage point.

THE NEED TO REAPPRAISE RELATIONSHIPS

The theme of this conference is Higher Education and the States. The states, as a necessary, dynamic, and vital element of the federal system, must reappraise their relationships with education on all levels. Not only must we look at the financing of education and the availability of education, but also at the new uses of education. Yes, to paraphrase and reverse President John F. Kennedy, we must think not only what we can do for education, but what education can do for humanity.

The role of higher education is basically the search for knowledge and the dissemination of that knowledge to students. But knowledge itself is not wisdom. Wisdom is the use of knowledge to make the right decisions. The columnist and author, Walter Lippmann, stated in a paper for the American Council on Education that knowledge is made into wisdom when what is true about the nature of things is reshaped to the human scale and oriented to the human understanding, to human need and to human hope. As a governor, I look to education to help find the knowledge to reshape government to the human scale, to orient it to human understanding, to human needs, and to human hopes. How do we go about this great undertaking?

A LOOK AT THE AVAILABILITY OF EDUCATION

In Colorado we have evolved an excellent system of higher education, firmly anchored to local district primary and secondary schools of high quality.

Our newly created coordinating agency, the Colorado Commission on Higher Education, has referred to the system as a three-legged stool, one leg for the universities, one for the general colleges, and one for the community or junior colleges. Each leg must be even so the stool won't tip, but each represents a special level of education to meet a particular need in our comprehensive system.

Community Colleges

The newest leg is the community college system which was officially acknowledged by the General Assembly as a member of the state system just this year. We have had excellent local junior colleges for many years, but they were independent two-year institutions within a district. Part of the reluctance to establishing state junior colleges was fear of discouraging this local effort and sincere doubt that they should or could serve a state purpose. Colorado has, however, acknowledged a state purpose by giving financial aid to these schools. The new legislation gives each existing community college the option of joining the state system or remaining independent. I believe that all of these two-year schools, both the existing ones and the new ones to come, will furnish a bulwark for occupational education in this state and offer chances for liberal education to students who could accept that chance nowhere else.

General Colleges

Our general college system is made up primarily of four-year colleges that were state normal schools. Three new colleges have been added in recent years, and all of them are oriented toward liberal arts, business, and teacher training. They are located throughout our state and perform an additional service by furnishing special educational needs to their community.

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*Governor of Colorado from 1963 to the present. Chairman of the Republican Governors' Conference and Chairman of the National Governors' Conference Committee on State Planning.

Universities

Finally, we have two great public universities and a university-type college which specializes in mineral education. These schools are certainly statewide in character, even national and international. They serve many undergraduates but also have outstanding graduate schools. Their responsibility in research is tremendous. Here again, even world service is not a restriction, for their experiments will help carry man and his instruments into the universe.

EDUCATION, GOVERNMENT, AND INDUSTRY SHARE INTERESTS

I relate our system to you and review its functions to gain some perspective on the view of higher education as I see it. You are already aware of continued attempts by government and those who serve in government to direct a role for education to a predetermined purpose. The establishment of a state system with a state purpose in itself recognizes that certain functions of state government will be served by higher education. When Colorado trains teachers in special education and rehabilitation, these dedicated people help shape the lives of handicapped citizens so that they can serve a useful life. The recognition of rehabilitation is a change from the old attitude of government which simply confined these citizens to institutions or gave them welfare. This is a state purpose.

Another purpose for education in recent years is its service to industry. We in government have become very competitive in our campaign to attract industry to our state. We have a real ongoing program in Colorado located within a department established for the purpose. I have supplemented this by several trips to other business centers throughout the country where we can meet with business leaders and sell them on colorful Colorado. Almost without fail, one of their first questions is about our educational system. Much of the space-oriented industry that we now have was attracted in a large part by our universities.

Industry itself seeks to impose additional responsibilities on education. It devours the products of education, graduates, research, and the knowledge stored in libraries and laboratories. It contracts for special services and sends its employees back for additional training. State governments seek industries and encourage them to grow. Industry nurtures this growth with education, and so the three see a path ahead that they must share. Dean Walter Beggs of the University of Nebraska told the Education Commission of the States in Denver recently, "A modern program of education must produce a degree of excellence that will equip its output at all levels to live in an environment of complexity and change, the dimensions of which are unseen at any given moment." In my view we are seeing the beginnings of a coalition between education, business, and government which will enable our citizens to move ahead in this dynamic society we have built.

SUGGESTIONS FOR ACTION

There are those in the past and present who feel that education is not a place for action. As I mentioned before, education on the higher levels seeks to find knowledge and pass it on to students. I believe that a third element has already entered the picture. As the great colleges and universities conduct their research, they apply that research to the solving of problems.

Colorado State University has long been an outstanding example of the land-grant college. Established under the Morrill Act, this institution has, through its Experiment Station and Extension Service, carried the results of its research to the farms and ranches of Colorado and helped apply those results for a better agriculture and livestock industry for our state and region.

DR. TERRELL—WASHINGTON

Finding Solutions to Urban Problems

Since the 1940's and 50's, we have watched the western states shift from rural populations to urban populations. As our people moved to the metropolitan areas they developed new problems, many of which went begging for solution. One of the greatest challenges to state and local governments today is finding solutions to urban problems.

Many of the major sources of concern for our people today are centered in the cities and their suburbs. Transportation problems, riots, crime, air and water pollution, need for recreation, burdensome taxes, and antiquated forms of government are some of the things we must face squarely and look courageously at solving. We in government can no longer turn our backs on what is happening to the greatest percentage of our population, our urban dwellers. We have already initiated many programs, but we need help to tackle some problems.

I would like to solicit the help of higher education to carry out a program in the western states that we serve.

First, we need some long-range planning to prevent further deterioration of our metropolitan areas. Let our cities become centers for commerce, entertainment, education, and urban living. We can overcome the slums and their related poverty by designing the physical structures and the occupational education to give these folks a real chance to lead the good life every American must hope for. We in the West are not so hidebound by tradition that we can't change if this is needed. Education has an important role in this. Through research and action, our colleges and universities can help design a plan and carry it through. Let me direct your view to a few examples.

Urban centers of education should be established, much like our new Metropolitan State College in Denver. If these

centers can join the counseling and guidance of the underprivileged, regardless of their level of education, with the graduate and research function of a university-type institution, the educator, businessman, and public servant can combine to not only educate and train these people, but also to find them jobs, pattern a local government to continue serving them, and make available to them a fuller measure of citizenship than they ever dreamed possible.

Training Specialists in Government and Government Research

All of the western states are conducting government projects aimed at reorganizing themselves and making available to the policy levels facts and figures upon which decisions can be based. I know that each of you realizes how difficult it is to recruit the staff needed for this type of research. Governors, legislators, department heads, and private foundations look long and hard for the personnel to carry on this work. I suggest that we consider an extension of the compact between our western states in education to include the training of specialists in government and government research. We might even consider it as a university of the West that would use the physical plants and faculties of our present institutions. From each of these could be made available areas of specialization for the student. Students would be trained in law, national resources, finance, social problems, economics, government, and many other closely associated areas, with emphasis on the unique problems of the West. From this pool of knowledge we could draw the help we need in government to make decisions and initiate programs.

This combination of educational institution, scholars, public servants, and students could also begin to collect the data needed for a central automatic storage system. With modern communication, this bank of knowledge could be available to the legislator, governor, or citizen no matter where he is located.

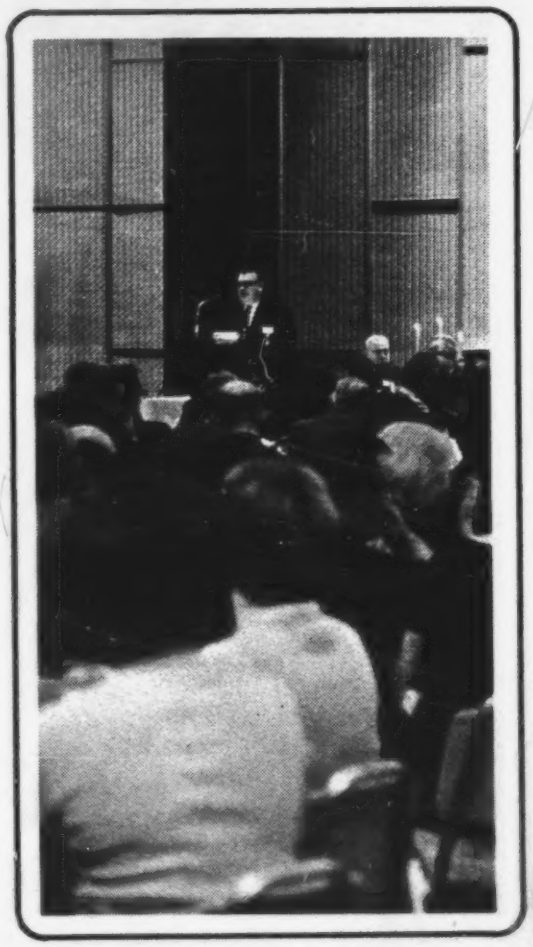
Helping Rural Communities

Some of our problems in the West are not confined to urban areas. Many rural communities have problems resulting from the so-called flight to the cities. They are not only losing population but also the businesses that served that population. Here is a new field of action for our land-grant colleges and universities in combination with business and government. Already the educators have started programs and we can give them our help.

Making Useful Information Available to All

As I said previously, when I view higher education, I can see forever. We have long passed the time in the life of our nation when only a chosen few are educated. Each generation sees the level of education made available to all go higher and higher. This is not to say that everyone must attend a university or college. But out of these bastions of knowledge must come the help to make available useful learning to all.

We have tried to design a system of higher education in Colorado that will serve our people and their needs. We are redesigning our governments to continue serving our people and their needs. Where there is misery and suffering, we must overcome it. Where there is crime and disregard for the law, we must stamp out that crime and turn disregard into respect. Where the press of population or lack of it causes problems, we can solve them.



EDUCATION IS ON THE MOVE

You are going to say, "how can he ask education to take on new responsibility when the present ones are not being adequately met?" "Where will higher education find the faculty or the buildings or the money to meet its present challenge, let alone new ones?"

I don't think the problems can be solved overnight. But I do believe that education, oriented and organized in a more modern way, can help in solving these problems and, in helping, will help itself. Full interstate cooperation which breaks down the traditional barriers of state boundaries is just beginning. So is a full recognition of our responsibility to education. The Compact for Education, WICHE, legislative halls, and budget hearings all serve as forums so that people in government and people in education can share ideas and understand each others' problems.

This conference offers yet another meeting place. As you look at the problems of higher education in the West, don't be discouraged. Education is on the move here and everywhere. Educators can help government to meet the challenge of a dynamic society, and together they can face the next generation who will start the whole cycle again, but under better conditions than we started our generation.

WICHE

Section 2

THE FINANCE OF HIGHER EDUCATION

John Dale Russell*

HIGHER EDUCATION NEEDS MONEY

It will probably come as no surprise to any member of this audience if I begin with the declaration that higher education needs money—more money than it now gets, even though the present level of support is the highest ever in this country and far beyond that of any other country in the world. The need of higher education for more financial support is hardly debatable today, at least among those directly responsible for operating colleges and universities. The important question is rather how and where the colleges and universities are to get the money they need for the service of higher education—a service that is everywhere recognized as essential to the welfare of the country and its citizens. It is to this question of the "how and where" that I expect to devote most of the time allotted to me on the program this morning. But perhaps first I should mention briefly the major categories into which the need for more money may be classified, and thus in a way to suggest why the additional support is required.

In accounting terms it is customary to classify funds into those used for (1) current purposes and (2) capital outlay. A third possible category, debt service, will not be discussed here for it is at present not a major problem, though it might become more important as institutions increase their funding of projects by borrowings.

Funds for Current Purposes Are Inadequate

In the current fund budget at least four major circumstances contribute to the need for higher levels of support for colleges and universities. Almost everything that must be purchased to maintain the present level of services in higher education increases in cost every year. This is not merely the result of general inflation, though that is also a factor, but of other causes as well. For example, wages and salaries of nonacademic personnel are steadily moving up, in many instances because of unionization, but even more because of the competition from industry and government for the same kinds of competence needed by the colleges and universities. The same is true of most items of supplies and equipment required for the instructional and research programs. A college or university that tries to maintain those programs at the same level of support one year after another is inevitably deteriorating in quality. I have yet to find anybody who would argue that we have too much good quality in American higher education.

Every year the number of qualified young people seeking admission to colleges and universities increases, and enrollments increase correspondingly. This is true of every state, though the increases are larger in some than in others. The increases that have been occurring during the past 15 years have in part been caused by the earlier increase in the birthrate. There are simply more young people in the population than formerly. With the recent leveling-off of the birthrate, this factor may not be so important 15 or 20 years from now as it is at present. But the increased enrollment is also caused by a significant and continued rise in the percentage of competent young people in the college-age group who want to attend college. To a considerable extent this is a result of improved education at the elementary and secondary levels. Another important cause is undoubtedly the well publicized demand of employers for college-educated personnel. That it is *good* to have more of our competent young people enrolled in college is almost universally accepted today. I would not advise anyone to run for office today on a platform calling for curtailment of the opportunity to attend college. As enrollment increases, the cost of maintaining the institutions that serve these students also increases.

In the third place, there is a necessity in every college and university to improve the quality of the present program. Although I am convinced that higher education in the United States today is better than it ever has been, still it is not good enough. Every institution worth its salt has goals for improving its services. The best and strongest of our colleges and universities are usually the most active in seeking means for improving their programs. The prime need is for improvement in laboratories, libraries, and faculties; the last mentioned is, in my judgment, far the most important. Better faculties are keyed primarily to better salaries and other benefits that cost money. Though there have been praiseworthy improvements in faculty salaries

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in the past decade, more institutions still maintain salary scales far below the level that would represent parity in rewards for people of equal competence, preparation, and service in other professional occupations.

Finally, today a fourth situation is forcing many institutions to undertake new or expanded programs of service. The days when the words "college" or "university" meant only the meeting of the instructional needs of undergraduate students are largely gone for most institutions. Graduate student enrollments are increasing, percentagewise, much faster than undergraduate. The demands of industry and government for personnel with advanced degrees is to a large extent responsible for this new pressure to extend into graduate degree programs or to expand such programs that have already been developed. The federal government directly encourages this expansion by fellowship grants to students and corresponding support grants to the institutions that serve them. The vertical expansion into graduate study is matched by a vast horizontal expansion into new fields of scholarship and new occupational objectives requiring college preparation. This is especially felt in the demands for qualified technicians, who can be prepared with curriculums of two years beyond the high school or less, a service peculiarly appropriate to the rapidly developing community colleges.

Furthermore, universities (and even many colleges) carry on today important functions other than the instruction of students. The most notable of these is research. Until relatively recent years, research programs were confined in most states to one or two publicly controlled universities and, at best, a very few strong, privately controlled universities. But research has suddenly become a prestige activity, especially in the academic section of our society. Almost every respectable institution of higher education wants to get into research. A faculty member, as he mingles with colleagues in his discipline from other institutions at annual professional meetings, takes pride in mentioning the research he is engaged in. In some institutions the annual budget for research is larger than that for strictly instructional purposes.

Seemingly generous funds are available for the support of research, from the federal government, foundations, industries, and private donors. Even though support from special grants from outside sources is quite often available for research projects, this support also tends not to be complete, and the institution is often expected to make some contribution from its own resources. And if the outside support is suddenly withdrawn, as sometimes happens, the university is left holding the bag, with the highly qualified (and high salaried) research personnel looking to the institution for a continuation of the monthly salary check. The point can be summed up briefly—research is an absolutely essential activity today for any self-respecting university and for a great many institutions that never before did much research. The cost entailed is usually substantial. Income must be found to support this new and rapidly developing activity, and that provided by sponsors of special projects often is not sufficient to pay the whole cost.

More Money Is Needed for Capital Outlay

When construction costs are rapidly increasing, when there are more students enrolled, when the quality of programs is being improved, and when new and expanded services are undertaken, suitable provision has to be made for suitable physical plant facilities.

Ten years ago, when we knew that enrollments were probably going to double by 1967, many of us thought it would be impossible to get the funds with which to construct in such a brief period as much physical plant for higher education as had been constructed during three centuries of previous history; but it has been done, and it will have to be done again. Borrowed funds have been the answer to a considerable extent, but there have also been generous appropriations for new buildings by state legislatures.

Time does not permit an extended discussion of the problems of financing the capital outlay requirements. I would simply hazard the conclusion that the capital outlay problem does not seem quite as acute as the problem of adequate current support. Perhaps a cynic might observe that citizens and taxpay-

ers are more willing to pay for fine new buildings on college and university campuses than they are to pay for top-grade professors to carry on their work in these buildings.

WHERE TO LOOK FOR FUNDS

Review of Institutional Budget

One of the first places to look for needed funds is within the existing expenditure patterns of the institutions of higher education. In the past it was rare to find a college or university that could not reduce expenditures for some features not contributing to the quality or adequacy of its service, in order to divert that money to more essential purposes, such as improvement in the salaries of the more competent members of the faculty. Today, by contrast, the institutions themselves seem much more conscious of the need for critical examination of the productivity of every expenditure. Large numbers of universities and colleges have set up internal management procedures, sometimes in the form of an office for institutional research, to evaluate objectively features of their programs that may not be efficiently or satisfactorily operated. Most of the states now have some sort of central coordinating agency, served by a competent professional staff, which reviews institutional budgets and operations to test efficiency and productivity in terms of the services for which supporting funds are used or requested.

"The taxpayer is going to pay the bill for education. Have we neglected to carry the message that the taxpayer is getting a lot of benefit from higher education? We could learn from business that the byproduct is frequently more useful than the product itself. The byproducts of education raise the tax base; they raise the general income."

DR. WILSON—HAWAII

Although my impression is that institutions are now much more critical in the preparation of their own budgets and in reviewing their own operations than formerly, it is helpful for those who must pass on requests for appropriations to have some idea of the major areas in which waste may be found, and to know the kinds of questions that yield information about the efficient use of institutional resources. Inasmuch as the instructional program is the major element in the budget of most institutions, it is perhaps the first place where tests of effective use of resources should be made. The chief source of waste in the instructional program is the employment of more instructors than are necessary to provide adequate service to the students attending. Questions may be asked about the average size of class at the undergraduate level, about the percentage of undergraduate classes that are small—less than ten students or less than five students—and about the average number of students receiving degrees annually in each department or program in which a concentration is offered.

Another source of waste is an overextended physical plant, with low utilization of facilities, and thus an abnormally heavy expenditure for plant operation and maintenance. Questions can be asked about the average number of class periods during the week that a classroom is occupied by a class, or the average number of class periods during a week in which a seat in a classroom or a station in a laboratory is occupied by a student in class. Questions can also be asked about the number of square feet of instructional space in classrooms and laboratories per full-time-equivalent student.

Another question that needs to be asked concerns trends in faculty salaries and the average salary being paid faculty members. Here the criterion of efficiency is exactly the opposite of what might first be imagined, for the higher the average salary, other things being equal, the more efficient and the more effective the instructional program. One of the greatest sources of waste in American higher education in the past has been the inability to pay salaries adequate to attract the highest available competence for faculty positions. Fortunately recent trends have done much to overcome this deficiency. I should not need to argue that, assuming equally careful selection, one faculty member at $12,000 a year produces more real education than two at $6,000 a year. Industry, and even government now, recognize this principle and adjust their salary scales accordingly.

Effective moves have been made in the last 10 or 15 years to correct the faculty salary situation. There is still quite a distance to go, however, and every citizen who wants to see the investment in higher education most productive should support continued efforts to improve faculty salaries.

"States get funds for research. Should the 'seemingly generous funds' for research be accepted without assurance that the funds will not be withdrawn before completion of the research project? Should every state go into many research programs? Should we have research programs just to provide prestige and professional pride?"

DORA SWEENEY—ALASKA

I was once asked by a member of a state legislature how much longer it would be necessary to continue to appropriate additional funds to increase faculty salaries. It would seem sensible that sometime the salaries should reach a level where continuation of increases in the average would not be greater than

what is required to maintain their purchasing power. There are at least two approaches to the answer to a question about the ultimate level to which faculty salaries might be expected to increase. One is the principle, well recognized in collective bargaining in industry, that the working force should share in the gain that accrue to an enterprise because of labor's greater productivity. The principle has not been widely applied in higher education, possibly because objective measures of productivity have not been well developed. But, to use one illustration, if professors can effectively instruct 500 students in a course by means of closed circuit TV, instead of the 50 that would normally occupy seats in a classroom, the economic situation of the professors should somehow share in this gain in productivity.

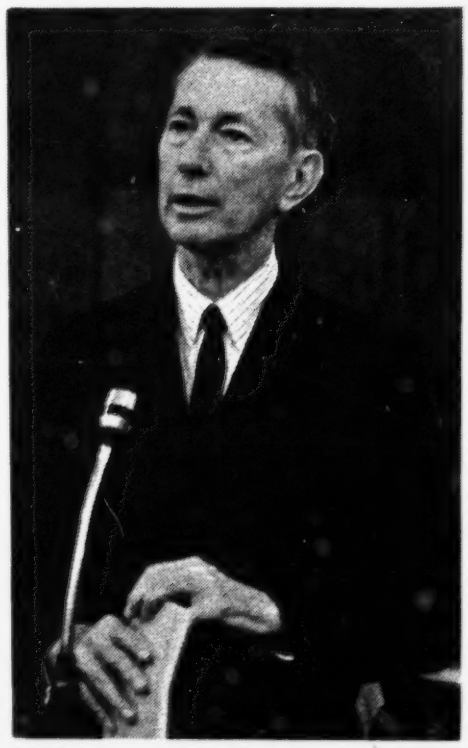
". . . we will repeatedly have to go to our legislatures and ask for money . . . simply to add the quality that we need in the schools. This will not be done in one legislative session or in one gigantic change in the financing of our institutions. It is something that, as educators and as legislators, we have to work toward each time we come forward with a budget request."

DR. DAVIS—IDAHO

The other approach, which I think feasible and worthy of exploration, would involve the development of some sort of a parity figure for professors' salaries. Data could be compiled on the incomes received by practitioners in other callings that make similar demands for scarce human talent and for extended preparation. With properly agreed upon weightings, the data could be combined into an index to establish a norm of expectancy for faculty salaries. The index would require revision at frequent intervals as conditions change, and it might have to be adjusted for different geographic regions. The creation of such an index is not beyond the bounds of possibility, and I commend it to any group that has to struggle with the perennial problem of meeting demands for funds to increase faculty salaries.

Endowment

Privately controlled institutions in general depend much more heavily than those that are publicly controlled on income from endowment. While a few of the state universities have rather large endowments, most publicly controlled colleges and universities either have no endowments at all or get very little from such small endowment funds as they have accumulated. For higher education as a whole, income from endowment supplies only a very small fraction of the total support, and the fraction has been steadily declining over the past half century or more. I see no prospect whatever of meeting the needs in publicly controlled higher education through the creation of larger endowment funds. A million dollars of endowment, under good management and with proper safeguards for capital, will today produce about $45,000 annual income. To obtain the additional income needed by institutions of higher education from endowment funds would require capital additions to the endowments of astronomical proportions. I just don't see that kind of money available for gifts to the capital of institutional funds. So I dismiss very quickly the idea that the needed additional support for higher education can be met by campaigns to raise huge amounts for additions to college and university endowments.



"Education isn't a matter of efficiency. It is a matter of the translation of knowledge and inspiration from a good teacher to a few students in a classroom."

KEEN RAFFERTY —NEW MEXICO

Gifts for Current Fund Purposes

The second source now used for the support of higher education is gifts for current fund purposes from private or nongovernmental agencies or persons. Since World War II, support from this source, especially from corporate enterprises, has been increasing in a most encouraging manner, though the grand total of such gifts is still only a small fraction of total institutional income for current purposes. Institutions under public control have been amazingly successful in attracting this kind of support, sometimes from campaigns among alumni or through endowed foundations and other interested benefactors. Much of the support from gifts may be earmarked for specific purposes, such as a research project, and thus may not be widely beneficial to the institution as a whole.

In publicly controlled institutions, private gifts may be helpful in providing funds for the support of certain functions or activities that could not legally be supported by legislatively appropriated tax funds. Sometimes, to accomplish this, universities have set up separate corporations or foundations to handle expenditures from gifts for which no public accounting or surveillance is required.

Despite the promising increase in income from gifts, the actual amounts now received in this manner are relatively small in proportion to total institutional income.

Tuition Fees

The third source of support, a major one, is the income from the tuition fees charged students. Increases in tuition fees are a tempting source of additional income, because the results are quick and the process seems to involve a minimum of pain for everybody (except the student and his parents—who cares about students as long as there are plenty of them seeking admission!). With very few exceptions, all institutions of higher education in the country have availed themselves of this opportunity. Traditionally the publicly controlled colleges and universities are committed to the policy of relatively low tuition fees for residents of their respective states, but these institutions also have in most cases made large increases in the fees charged students. Provisions in state constitutions requiring "free tuition" have been bypassed by charging fees under other names. The level of fees in publicly controlled institutions now is about the same as that in privately controlled colleges a generation or two ago. Customarily the publicly controlled institutions charge a much higher fee for nonresidents of the state than for residents; the nonresident fee tends to approach the level of fees currently charged in privately controlled colleges.

Possibly you are already familiar with my own misgivings about the general policy of placing a large part of the financial burden of higher education on the student and his parents. There is not time in this presentation to go into the arguments pro and con on the wisdom of this policy, currently so widely accepted. I cannot refrain, however, from commenting on the fact that a number

of highly respected leaders in publicly controlled institutions of higher education have been raising their voices in opposition to increases in the fees charged their students. And I rejoice that some institutions that have long been distinguished bastions of low tuition fees have been successful recently in resisting determined onslaughts by those who see no harm in making higher education a privilege of the economically able.

Loans

What is new in the situation of the last 10 years or so is the overt effort to shift the burden of supporting higher education to the recipient, rather than, as in the past, to expect the mature population to support the education of the immature, oncoming generation. In the past the "tuition fee" has been essentially a tax on the parents of college students, for it was they who paid the bill. And even the support given higher education through public funds was, and still is, a contribution by the mature, tax-paying citizen to the education of the young. Now the student himself is asked to pick up the tab for the amount of the tuition fee. The "gimmick" that has been used to introduce this new principle is the extensive provision of loan funds, by the federal government and other sources. The student may borrow very substantial amounts from these sources to complete his college education and may repay the loans after leaving school, in long-term installments. Thus the recipient of the education himself pays, instead of the cost being met by the mature segment of the society. This is a truly remarkable shift, sociologically. The responsibility that was formerly carried by the older generation is now being shifted on to the shoulders of the young.

Government Loan Bank

Recently another proposal has re-

ceived some attention. This involves the creation of a government loan bank, which will lend almost any necessary amount to any worthy student for as many years of college study as he or she cares to take. Repayment is to be made after graduation, in the form of a one percent surtax on the borrower's annual gross income, paid as an addition to his federal income tax, for a period of 30 years. There are many obvious holes in the proposal that would have to be patched to make it workable, and my brief description of it does not do it justice. It seems to me, however, that

". . . the loan fund concept is the way we are going to have to go in education. I don't believe that students should object to repaying part of the cost of their education over their productive lives."

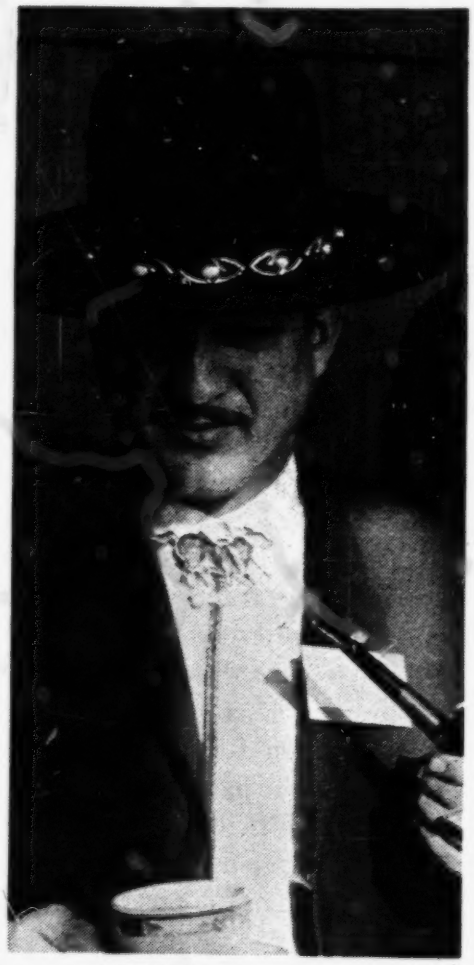
SENATOR EASTHAM
—NEW MEXICO

the sponsors of the proposal overlook the fact that this is just the way higher education has been supported all along, without the machinery of a government loan bank or a promissory note by the student. Why not let the student attend free of any tuition charge, with the government paying the cost of higher education out of a general income tax? The student, as soon as he begins to earn any money, will begin to pay that income tax, and will continue to pay it, not just for the next 30 years but for all the rest of his life.

Furthermore, higher education doesn't benefit solely those who attend colleges and universities. It benefits every citizen who enjoys the fruits of what higher education produces for our society. The student makes a huge economic contribution to his own education through the foregoing of income during the years he is studying. The cash value of the contribution of time by the student is undoubtedly greater in most instances than the institution's cost of providing the education. To require the student to forego income while a student, and also to accumulate a huge debt as a mortgage against his gross income for 30 years after graduation is, in my judgment, totally unfair treatment of our young people. Publicly controlled higher education ought to be tuition-free to all who can benefit from it, and the support should come mainly from the taxes of all citizens.

Government Tax Funds

Support of higher education by local governments goes chiefly to community or junior colleges. Formerly in several cities a municipal university or degree-granting college has been supported from local tax funds, but the number of these is now greatly reduced. Most of the former municipal universities or colleges have become state institutions, and the few that remain in practically all cases get heavy support from state funds as well as from the local municipality. The community or public junior colleges are also increasingly supported by state funds, though most of them retain some support from their local districts, and the operating control is also locally based. Except for the establishment of new community colleges, there does not seem to be much prospect of any substantial increase in the contribution of local governments to the support of higher education. Indeed the continuing tendency of the junior colleges to seek increasing amounts of state financial aid would indicate the probability that these institutions, too, will in the not distant future be getting their predominant support from state sources.



REPRESENTATIVE HOUSE
—ARIZONA

The federal government has a history of more than a century of support for higher education, but only in the period since World War II has this amounted to any substantial proportion of the total income of colleges and universities in the United States. The trend toward increased support from the federal government has been markedly accelerated in the past 10 years, and the results of this increased federal support have, in general, been highly satisfactory to the leaders in higher education, and also, I believe, to the thinking citizens of the U.S. But the mood of Congress seems to raise a grave question at the moment about the continuation of the 1967 levels of federal support during the coming fiscal year, to say nothing about the substantial increases that had been expected. It is too early at this writing to know whether the proposed cutbacks indicate a permanent change in federal policy, or are merely a temporary reaction to the disturbing world conditions and the drain of the war in Vietnam on our economy and on our dispositions. The mood at the moment is somewhat pessimistic.

The federal grants thus far have had certain limitations or characteristics that have diminished their general value for the support of all higher education. For example, federal grants thus far have been for particular categories of functions and limited sharply to the objectives laid down in the Congressional acts. The first Morrill Act in 1861 made grants of land to each state for a college in which agriculture and mechanic arts would be taught, and this limited objective has enjoyed increasingly heavy categorical support from the federal government ever since. The Smith-Hughes Act of 1917 made limited grants to insti-

". . . the need for education has to be more precisely defined. I don't think the determining factor is the size of class; other things are involved. You ought to question whether quality of education is 100 percent correlated with the amount of money you spend on it."

DR. RITA CAMPBELL
—CALIFORNIA

tutions for the preparation of high school teachers of vocational subjects. The G I bill and its subsequent extensions were aid to students, and to a limited group of students, not direct aid to higher education. Loans for the construction of student housing were provided under the Housing Act of 1950. The National Defense Education Act of 1958 provided funds for loans to students. Later supplements to this act provided funds for new or extended programs of graduate study and for fellowships for students entering such programs. The more recent Educational Facilities Act has provided grants and/or loans for the construction of academic buildings, with certain restrictions. There has never yet been any act of Congress providing general, noncategorical support for

higher education. And yet, funds of the noncategorical type are the most valuable in the operation of effective institutions of higher education.

Another characteristic of the federal grants for higher education is that to a large extent they have tended to be for capital rather than for current purposes. The Morrill Act of 1861 made grants of land for the endowment of agricultural colleges; later, however, annual appropriations were made for the current support of the specified programs of such colleges. The Housing Act of 1950 provided funds for loans for student housing, and the National Defense Education Act provided funds for loans to students. The Educational Facilities Act provides capital funds for plant construction, through grants and/or loans. There is, however, a significant break away from the strong precedent of limiting federal grants to capital purposes, in the recent provision of current funds for new and extended programs of graduate study.

Another limiting characteristic of the federal funds is that so frequently they have been in the form of loans rather than outright grants. Examples are the funds for loans for student housing, the funds for loans to students, and the loan provisions of the recent Educational Facilities Act. The federal government can well afford to be generous in providing loans, for that costs the government nothing except the use of its well-established credit. Admittedly, it is nice to have a "friendly loan company" that will come to one's rescue when he needs money badly. But the federal loans will have to be repaid (unless, as some are doubtless hoping, Congress should get a generous impulse and begin forgiving these loans). And unless there is forgiveness, the federal loans will have to be repaid by funds from sources other than the federal government. Under present policies, the burden of carrying this debt service is falling (unfortunately, I believe) almost exclusively on the students who attend the institutions that have borrowed federal funds.

The possibility of future support from the federal government in greatly increased amounts for noncategorical aid to higher education has, in the recent past, seemed fairly realistic. In the past there has been some public opposition to federal support for higher education because of the fear of accompanying objectionable federal controls. This attitude seems to be dying down; actually the record over the hundred years of history of federal support gives very little warrant for such fears. Those who have to struggle with the problem of financing higher education at the state level can well afford to devote some attention and effort to the encouragement of much larger, noncategorical grants of current operating funds from the federal government.

State Government

The remaining source of support for higher education is the one with which this conference is particularly concerned —state government. All other sources of supporting funds for publicly controlled higher education may properly be considered as merely aids to the reduction of the financial burden assumed by the state. Under the American system of government, the state is the agency that is ultimately responsible for the provision of education for the people, and this responsibility involves not only the control but also the financing of the necessary facilities and services. Every state has a long tradition of accepting this responsibility, and it is the backbone of the American system of education. I see no signs of a departure from this principle, even though the states have always groaned a bit under the burden of providing the financial support of higher education.

As late as six or eight years ago many authorities on public finance were saying that the states had reached the limits of their ability to provide additional tax funds for higher education. I must admit that I agreed with them, for the economic arguments were most convincing. But the economists were wrong (and so was I), for the states without exception have made amazing gains in their appropriations for higher education during the last eight years.

The best up-to-date figures on state appropriations for higher education are published by Dr. M. M. Chambers, visiting professor of higher education at Indiana University. About once a month he gets out a little privately circulated, mimeographed report, entitled GRAPEVINE, giving the latest information about state appropriations for higher education and associated legislative ac-

tions in the states. He has continued this long enough that he now has figures over a period of years. The issue of GRAPEVINE for November, 1967, contains on page 690 a summary tabulation for each of the 50 states showing the dollars of appropriations of state tax funds for operating expenses of higher education for each fiscal year ending in even numbers from 1959-60 to 1967-68. The tabulation also shows a calculation of the gains, in amounts and percentage of increase, for each state over the most recent two-year period, 1966-68, and over the eight-year period, 1960-68. The weighted average gain from 1960 to 1968 for all states is 213 percent; that is, total state appropriations of tax funds

DR. LIEU ALLEN—OREGON

more than tripled, rising from $1.4 billion in 1959-60 to $4.4 billion in 1967-68. Only two states, Oklahoma and Montana, fell short of doubling their state appropriations in this eight-year period; their increases were 73 and 90 percent respectively. In the most recent two-year period, 1966-68, the weighted average increase for the 50 states was 43 percent. Again every state increased its tax fund appropriations in this most recent two-year period, ranging from a 6 percent increase in South Dakota and 12 percent in Oklahoma, to 83 percent in Virginia and 80 percent in Massachusetts. There were nine states in the two-year period 1966-68 in which the increases were more than 60 percent.

On the basis of gains in appropriations of state tax funds for higher education over the eight-year period 1960-68, eight of the WICHE states are *below* the national weighted average in percentage of gain. This may be only a reflection of the fact, in some of these eight states, that they were supporting higher education well beyond the national average in the base year of 1960, and hence their percentage of gain would not be as high as in other states where state support was low at the start of the period. For example, spectacular gains for the eight-year period are reported for New York and Maine, 449 percent and 441 percent respectively; in those states there has been a sudden and realistic reappraisal of the governmental responsibility for financing higher education.

It has been done! Can it be continued, as the needs for financial support continue to increase in institutions of higher education? You people are among those who will have to answer this question in your respective states. Here and there an occasional explosion is heard, with intimations that the state has already over-extended its support of higher education. Some states in which newly elected officials have set out on a program of trimming appropriations for higher education have wound up appropriating substantially increased funds (though perhaps less than had been hoped for). I can imagine that a state which would actually have to make a cutback in its support of higher education would feel very much like the family, long accustomed to buying a new Buick every year, that this year showed up with only a second-hand Volkswagen. Failure to maintain annual appropriations adequate for an increasingly effective system of higher education is not a good advertisement for the economic stability and prosperity of a state.

HIGHER EDUCATION IS AN INVESTMENT

When the economists some six or eight years ago made their pessimistic prophecy about the future ability of the states to support higher education, they probably failed to take account of one very important factor. That is the effect that higher education has on the improvement of the tax base in a state. When a state begins to spend money on a freshman in college, it is only a few years, five to seven at the most, until that freshman is himself a taxpayer. The normal effect of his collegiate education is to place the student in a higher tax bracket than he would have been in without the education. Thus the state begins to get increased returns in tax collections rather quickly from its investment in higher education, and these returns are cumulative throughout the life of the one who was educated. There are other governmentally supported functions, such as highways, that probably have this same economic effect of increasing rather quickly the tax base from which they are supported. Elementary and high schools most certainly have this effect, but the results are delayed considerably longer than those from higher

education in the normal course of events.

In another way the investment in higher education tends to improve quickly the state's tax base. Increasingly today industries that employ substantial numbers of well-educated personnel, at higher than average wage or salary levels, tend to locate in centers where higher education, and particularly graduate study, is available. This is not so true of industries in which the average wage level tends to be low, but even these sorts of firms seem to be giving thought, in their location of new plants, to the availability of a supply of well-educated people for their labor force. Most states make some concerted effort to attract new industry and new population, and the higher the wage level of the industry and the higher the educational expectancies of the incoming population, the better it is for the state in many ways, not the least being the improvement of the tax base. No state wants to advertise "Don't come here if you want your young people to enjoy the opportunity for an increasingly effective program of higher education." The fact that a widely available program of higher education of excellent quality contributes notably to the economic prosperity of a state or a nation can readily be demonstrated objectively.

State Support for Private Institutions?

One important question remains to be raised. What responsibility should the state government assume for the adequate financial support of privately controlled institutions of higher education? This question is less acute in most of the western states, where there are relatively few privately controlled colleges and universities, than it is in the East and some midwestern states. But the question is a live issue because currently the privately controlled institutions are having a harder than usual time balancing their budgets. They face the same need for increased expenditures as the publicly controlled institutions, and their sources of income have not been as responsive to the new demands as the situation requires. Almost all of them have resorted to rather steep increases in tuition fees, and in many cases to some limitation on increases in enrollments.

Some leaders among the privately controlled institutions have urged that the states should make tax funds available for the support of colleges and universities that are not under public control. In most of the states there are explicit constitutional provisions that prevent this, though in two or three states it is not only permitted but followed as a practice, though the aid is usually restricted to institutions not under church control. The policy of seeking support from public tax funds is by no means unanimously accepted among those who are associated with privately controlled institutions. It probably would not be acceptable to the majority of the citizens of most states. The proposed new constitution for the State of New York, drafted at a cost of some $10 million, was rejected by a 2-to-1 vote at the election on November 7, 1967, though it had impressive political support from such prominent personages as Governor Nelson Rockefeller and U.S. Senator Robert Kennedy. Many observers attributed the proposed constitution's defeat to its failure to contain the usual clause prohibiting the expenditure of state tax funds for the support of privately controlled or church-related institutions.

Although most states make no direct appropriations of tax money available to privately controlled institutions of higher education, such institutions do enjoy certain types of public support that seem unobjectionable and that are indeed very valuable privileges. They enjoy, for example, exemption from state and local property taxes and also from other forms of taxation in most states. Some years ago I calculated that this privilege of property tax exemption, at the going rate paid by nonexempt organizations and persons, was probably worth as much as 15 percent of the total current income of the privately controlled colleges and universities of the country.

Another form in which state tax money is sometimes channeled into privately controlled institutions of higher education is by a state system of scholarships. Theoretically this is aid to students, not to institutions of higher education. And I doubt very much that scholarships provide any real aid to the college or university, assuming that the institution can get all the students it can care for whether there are scholarships or not, as is now normally the case. The scholarship system does permit the college to be more selective in its admissions policies, and it also probably makes it easier to adjust tuition fees upward without undue hardship on some students from families in the lower income brackets. In some institutions state scholarship funds have been used to replace the institution's own support of a scholarship program, thus releasing such institutional funds for other purposes; this, it will be noted, defeats the purpose of the state in providing scholarships, for there is no extension of the number of young people who are assisted to get higher education.

Personally, I would not advocate the adoption of a state system of scholarships as a part of the state's service to higher education. If a scholarship system seems advisable, it should be treated as money spent for welfare, not for higher education. And I would prefer to see it administered by the welfare department, especially if a means test is set up as one of the qualifications for receipt of a scholarship. A scholarship does not buy a nickel's worth of education for the state. Education is purchased when faculty salaries are paid, or library books bought. The income from scholarship holders appears as tuition income on the institution's accounts, and the scholarship merely makes it easier for some people to get access to education. If institutions are all operating to capacity, the scholarship holders merely replace other students who could pay their own tuition. If the institutions are not operating at capacity, every scholarship holder admitted increases the institution's need for supporting funds other than tuition fees, for the amount of the scholarship is nearly always less than the institution's cost of educating the student.

Actually, in the technically correct accounting classification for institutions of higher education, income and expenditure for scholarship purposes is strictly segregated from the educational operations, and is labelled as "noneducational" income and expenditure. In my opinion it is a mistake for a state to label its appropriations for scholarships as being for "higher education;" instead such appropriations should be classed as welfare, along with aid for dependent children, old-age assistance, service to the blind, and programs of that kind.

The best form in which the state can give its money for higher education is in direct appropriations to its institutions, in amounts sufficient to enable them to charge only minimal tuition fees, or better still, no fees at all, and to remove the economic barrier that now prevents some capable young people from continuing their education beyond the high school.

How Much State Support for Higher Education?

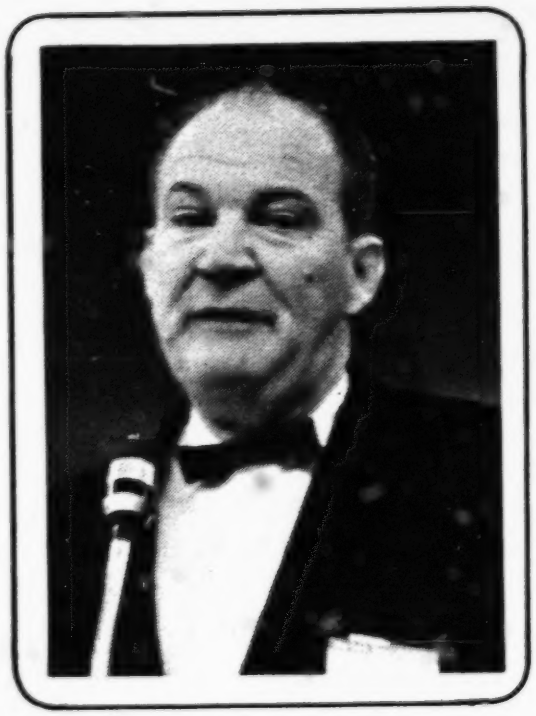
One final reference should be made to a question that is sometimes asked. What share of its available tax resources should a state devote to higher education? I do not believe there is a categorical answer to this question that is valid for all times and for all states. So much depends on what other obligations the state has taken on for support. States from time to time take on new obligations, and this process would throw out of adjustment any fixed percentage distribution that might have been worked out for higher education. I have seen states take on such new obligations for support as highways, welfare, fish and game management, parks and other recreational features, police control, and many others. The functions supported by the state may change in character and importance from time to time and make differing requirements for support.

Furthermore, the question itself implies possible misconception about the nature of the funds a state may have available for distribution to the various functions it supports. I know that the appropriations committees of the legislature are customarily given a budget figure, probably prepared by the state finance office, which sets certain outside limits for the totals that may be safely appropriated. This figure practically always assumes no change in the tax structure, and it is nearly always figured on a conservative estimate of the probable total revenues for the coming fiscal period. In many states this available revenue estimate has a history of being notoriously conservative; from time to time the legislature disregards it, and still the state remains financially solvent.

This conception of the possible revenue of the state being a fixed amount is probably inaccurate. People generally will pay for what they want, and if they really want higher education adequately maintained, or good highways, or a justifiable system of welfare, they will pay for it. In the economy of abundance, the resources for supplying man's wants are not fixed and limited but are subject to great elasticity. This is true in personal and family expenditures, as well as in public finance. Perhaps the sales of color-television sets in the past few years is all the answer that is needed to support the principle that people will buy what they want, without too much regard to their immediately available resources.

In any event, I am not an unbiased witness for an answer to the question about the proportion of the state's available revenue that should go to higher education. I am a protagonist for higher education, and I do not intend to abandon that role at this stage of my life. I do sympathize with members of a legislative appropriations committee that have to struggle to make the blanket of the state's inadequate revenue cover all its children—the agencies and organizations for whose support the state must assume responsibility. In the long run, it is not I but the people back home who elect you that will tell you whether your judgment about the distribution of the state's resources in the apppropriation act is right or wrong. My personal feeling is that you won't lose many votes for re-election if you use every means at your disposal for seeing to it that higher education is adequately supported in your state. *I have never seen or heard of a state or nation that went bankrupt because it spent too much of its resources for the support of higher education.*

WICHE



Comments on Dr. Russell's Paper

L. W. NEWBRY
State Senator, Oregon

We Need Well-Educated People on Every Level

There is no question as to the need for higher education. Our enrollments are growing. Our society is such that we need a lot more people who are well educated. We have no place in our society for ditch diggers. If you have ever watched a construction operation, you've noticed the absence of the old No. 2 shovel. The only place they are used now is on farms such as mine, for irrigation. We need well-educated people on every level. And this brings us to our major problem.

I, like Dr. Russell, know of no new resources for education. I think endowments ought to be left to private schools. Our State Board of Higher Education asked for legislation to accept endowments. The legislature rejected this because we felt that this ought to be an area left to the private institutions. They are having a tough enough time as it is.

In this matter of tuition or fees, whichever you choose to call them, the student is paying something for his higher education. I agree that tuition or fees should not bear a major portion of the cost of education in public institutions. This is one situation in which the strong in our society get a break. We spend a lot of money on the weak, but this is one of the few places where we spend money on the strong. We need to spend more money on our strong and keep them in a position to support the weak.

A Look at the Total Picture

State government is still the major supporter of higher education and in the foreseeable future will continue to be. But in this conference perhaps we ought not to talk just about higher education. We ought to talk about the total picture of education as it relates to state government, because every one is competing for the same state dollar. Primary and secondary education people, community college people, and higher education people are all competing for a limited number of dollars that are available to the legislature to appropriate to these various functions. To consider higher education's problem alone is to ignore some of the other major problems that do exist. What we have to do in solving higher education's problem is to set our whole educational program in order.

Classroom Load

Dr. Russell spoke of making higher education dollars go farther. I agree that we need to. How can we? Teacher productivity and classroom load are important in the overall picture of education.

It became apparent in Oregon during our regular session in January and later on that our revenues were declining. Our economy has suffered primarily because of the lack of housing starts and the fact that our economy is geared to the timber industry. We knew we weren't going to have the money that we had hoped to have. Another thing that we knew was that the disposition of the taxpayer had changed somewhat and his feeling toward education was a little different than it had been before. We knew, most of us, that education was going to have some financial problems. In Oregon, virtually every budget of every major school district was voted down.

Representative Hansell, house chairman of the Ways and Means Committee in Oregon, and I spoke to the State Board of Education about classroom load and pointed out that maybe some of their regulations were too stringent and that if they would relax these regulations, perhaps local school boards could adjust their budgets accordingly.

In Oregon we have one of the lowest classroom loads in the United States, and in the western states, particularly. We also pay a fairly good rate to our classroom teachers. But we are $1,200 under California and California has always been held up to Oregon as the shining example. I don't know who is their shining example, but this is the thing we have to suffer with. So how can it be, when California pays less per capita for primary and secondary education than Oregon does, that they can pay their classroom teachers more? It is simple. In California they have five more children in each class on the average than we do in Oregon. When you consider that it costs $600 a year to educate a youngster, that is $3,000. It is easy to pay a teacher $1,200 more under those conditions because the taxpayer then gets to pocket the difference of some $1,800. You can carry this to extremes, of course. You can get classes too large. But one of the things that happens to us on the Ways and Means Committee is that we are confronted with this problem of student-teacher ratio.

We are also confronted with the problem of raising salaries for professors for higher education. As Dr. Russell has alluded to here, it might be wise for us to take stock of this situation, forget about student-teacher ratio in primary, secondary, and higher education, and start thinking more and more in the light of providing teachers with more tools and more opportunity to work with more students.

Industry's Answer: Greater Efficiency

Industry absorbs higher labor costs by improved productivity. I think education should do the same. The Ford Motor Company has completed—and General Motors is about to complete—a new contract in which there are going to be tremendous increases in wages. Some of this is going to have to be passed on to the consumer, but a big chunk of it is going to be absorbed through greater efficiency. Somebody in management is going to figure out how to get more out of those people that are being paid more money.

We have to start doing this in education—find out ways in which teachers, good teachers, can extend their influence to more students. Then we can pay these teachers more money. But until we find out how to do this, we are going to be paying the good teachers the same amount of money that we are paying the mediocre ones simply because they are all doing the same job.

We need teacher productivity improved in all levels of education. If we don't do this, we are going to have more problems with our taxpayers. We are faced with teacher strikes in the classroom level—in primary and secondary education. I hope this doesn't happen to us in higher education.

The Legislature's Problem

These are problems that affect all of us. Don't think for a minute that the problems that they are having in primary and secondary education don't affect you in higher education. They affect the legislature, which in turn has to divide up these dollars. And if those people get the first grab on the dollars, higher education will get the last grab.

Budgeting on Unit Cost Basis

Instead of budgeting on the basis of so much for this and so much for that, maybe we ought to start budgeting on the basis of per student cost. You might do this on the undergraduate and on the graduate level and other categorical levels. This is a way in which you could measure efficiency of the operation of your institution, and it would give the presidents of institutions an opportunity to use their ingenuity in making these dollars go as far as they possibly could.

WICHE

EDWARD W. NELSON
Executive Secretary,
The Montana University System

Dr. Russell speaks of what is probably the most significant problem in education and government today—finance. He also points out some directions for finding solutions to the problems.

Our subject "Higher Education Finance" seems a little limiting. Therefore I want to broaden it. I think that there are other implications throughout all of education. What should we do to solve the problems about education from the level of preschool on through elementary, secondary, vocational, college, professional schools, continuing education, and all the myriad types of educational programs that seem so vitally necessary and also so extremely costly?

Obviously unless we can find a solution to what we call the problem of finance, not all of the desires for educational programs can be attained.

We Need More Education for Our Money

When I consider all of this I am unwilling to stop at the statement "Education Needs More Money." We need more education for our money.

Is there a good answer to these questions? Can we adequately fund the burden of: increasing enrollments, increasing programs, increasing competition, increasing need for quality, and increasing costs? If we can do this—how is it to be done?

As Dr. Russell has stated, this nation has done a tremendous job in the past. We've done a terrific job in education at every level. With that as a base, if education's needs are properly expressed and sold, do we really have a right to be terribly pessimistic about the future even though we are faced today with some significant problems?

If we fail to meet this test of doing a good job of selling the need for good educational programs and good financial support, can the burden of this failure properly fall on anyone except educators?

Some Basic Considerations

We are seeking a sound financial and educational policy expressed so that all or at least a major portion of society will honestly accept this philosophy. If we are willing to express this philosophy broadly, we should be able to talk about the need for budgets, buildings, and curriculums. And we should be able to talk about these in terms of sound planning, policy, and coordination. Dr. Russell has alluded to all of this.

If we are willing to attack the basic areas, I believe we can solve today's and tomorrow's problems. How can we do

this? We can do it honestly. That almost sounds ridiculous. But, is it?

Perhaps you have heard the story that good taxation is like plucking a live chicken. You want to grab the most feathers where you get the least squawk. Apparently, this is the way most tax programs have been developed.

Unfortunately both taxation and education seem to have some inherent people problems. By this I mean that most legislation seems to be tinged with partisan expediency. Perhaps this is proper. Administrators have the same problem when a difficult decision relating to education is avoided by using dollars to avoid making that decision. Harsh as this sounds, it is these kinds of problems that also need to be resolved before clear answers can be reached in educational finance.

The Honest Approach

I said I thought I had the answer. How do we prove me right or wrong? It could be done this way—and this is only a brief list of suggestions.

Legislatures could: (1) decide how far their state should go in establishing public education; (2) decide how much money the program needed to be a quality program; (3) decide how much of this burden should be placed on the general taxpayer and how much should be charged to the recipient of educational benefits; and (4) recognize that in this context "good taxation" requires the broadest possible base and the lowest possible rate.

This is opposed to the usual legislative concern over (1) which community has the biggest state payroll and how can my community join in the fun; or (2) we increased your appropriation last year; or (3) how much out-of-state travel do you do? Recognize any of those?

Governing boards could do a tremendous job of helping education by becoming policy boards rather than administrative boards. The establishing of policy and using policy as a directional philosophy could resolve much of the unknown when we take a forward look at education.

Coordinating offices such as mine could become vital service agencies and information transmitting agencies for all educational programs rather than to permit themselves to become self-serving bureaucratic ventures.

Administrators can recognize that they are not only part of the problem but also part of the solution. The possibility of achieving added economy and efficiency in the use of university resources has not been explored to its fullest potential. Academic supermarkets with an eye for one more customer may not be our best answer to education's needs. Faculties could well recognize that sometimes their delight in having a strong tenure program is not the most professional attitude they could take toward solving either the staffing, or the economic problem of university units.

The public, with what I call a "chamber of commerce syndrome," could be encouraged to note that education's vital concern is more than bringing customers to main street and, whereas it is nice to have your own little community college, it is a little confusing when we find that education is expensive when taxes are paid, but a wonderful industry for our town no matter what the school's educational value might be.

All of you could add to the list. This won't solve all the future tasks outlined by Dr. Russell, but I believe this indicates a need for involvement of all of us. I also believe that—honestly—we might just be able to get the job done.

WICHE

CON. F. SHEA
State Controller, Colorado

I was glad to hear Dr. Russell acknowledge the fact that state governments have been able to provide "amazing gains in their appropriations for higher education during the last eight years." The growth in the last two years is 44 percent, or at the rate of 22 percent per year.

As one involved with fiscal affairs of a state, I was somewhat dismayed at the prospect for the future as outlined by Dr. Russell, that there is going to be a continuing need for substantial additional growth in the years ahead for the same purpose and for the reasons he so ably outlined in his remarks. I wasn't surprised, however, for that message is the same one the institutions of higher learning in Colorado have been relating to our office and others for some years, but with special emphasis in recent months and weeks as the time for another budget recommendation to our General Assembly draws close.

Budget Problems

In Colorado, in our public institutions of higher learning this year, there are some 70,000 full-time equivalent students, including 8,000 at junior colleges, and 62,000 at other colleges and universities. They tell us that there will be 6,000 more students next year, nearly 9 percent growth. This growth in pupils is just a bit higher than the expected percentage growth in state revenues from existing sources at existing rates, which means that to take care of faculty and staff salary increases, price

increases, and other cost increasing factors such as opening new buildings, the budget levels of support must be in the neighborhood of 15 percent just to get by, without doing a great deal toward improvement of quality levels.

The budget equation, therefore, of a 9 percent growth in state revenues doesn't fit a 15 percent increase in higher education budgets, unless it is taken from other areas of the budget or from surplus. Fortunately, Colorado has a little surplus this year, and the budget can be balanced, but what of the future? For the next five years, we are told that this same kind of situation will obtain. What are we going to do about it?

What Can States Do About Budgets?

Because a considerable amount of dependence has been placed in state budgets on the availability of federal funds, it would behoove all of us to work on some kind of guaranteed commitment a year or two in advance from the federal government in the future so that states are not caught in the very unpleasant position of having geared their programs up to a certain level, and then being caught in a retrenchment position because of monetary and fiscal difficulties of the federal government.

State colleges and universities must look toward tuition and state appropriations for the bulk of increased support, adding anything they can obtain from gifts or increased endowment.

In Colorado some years back, as the result of a study commission on education beyond high school, a general tuition policy was adopted that required the student to pay approximately 20 percent of the cost of educational and general expense if a Colorado resident, and 60 to 90 percent of such cost if not a Colorado resident. The educational and general cost is determined as the result of expenditure categories developed by Dr. Russell and Dr. Doi at New Mexico and which were adopted in Colorado's colleges and universities. Approximately 10 percent of the potential tuition thus obtained is not included in the cash receipt expectation of the institution for state budget purposes. This gives at least that amount as a scholarship potential for needy and deserving students. Colorado does not have any general scholarship program, but if it did, I would strongly disagree with Dr. Russell that it should be handled as a welfare expense. Welfare expenditures in our state are high enough as it is. As a matter of fact, if it were not for restrictions in the federal welfare law that as they increase their grants for welfare, the states cannot reduce their level of spending for welfare, there would be more money available for higher education today. Higher education would benefit if the federal government acknowledged that deserving students were one of the categorical programs, but such recognition has not been forthcoming.

Education as an Investment

While we are on the subject of tuition, the payment of tuition by parents and students would not be so distasteful if the federal government would recognize it as an investment expenditure, and allow such expenditures to be deducted from federal income tax. States, too, with income tax should allow such deduction. Deductions are allowed to encourage home ownership, investment in other capital items, and for mineral exploration. Why not for the investment in education?

In looking for material to determine the cost-effectiveness of all of the expenditure of state tax funds for higher education, and to develop the thesis that education is a type of investment which ought to be allowed as an income tax deduction, I came across an excellent article in the September-October, 1967 *Monthly Review* of the Federal Reserve Bank of Kansas City.

They cite the fact that the median school years completed by the adult population of the United States (those over 25 years of age) has risen from 8.6 years in 1940 to 11.8 years in 1965. Not only is the number of years of academic training increasing, it is increasing at an accelerating pace. This explains somewhat why we have such an increasing number of students in our public colleges and universities. Why do they want to go on to school?

The article goes on to state that median annual incomes in 1965 by level of educational attainment were $2,912 for a person with an eighth grade education; $4,524 for high school graduates; $6,775 for college graduates, and $8,342 for graduate or professional graduates. In other words, taking the median, college graduates make one and one-half times as much as high school graduates, and those with graduate school or professional training earn in excess of 80 percent more than high school graduates. Multiply those differences by the expected earning years, and you can see why there is a clamor for college education of some sort.

In addition to the personal advantage cited, the investment in education pays dividends in that, with education, a better use can be made of the other factors of production in the economy—land, physical capital, and enterprise. One author quoted, Edward F. Denison, attributes to education about 23 percent of the growth of real national income in the nation from 1929 to 1957.

There you have it, legislators and educators, justification for asking of students and parents for at least a portion of the costs of higher education through tuition. The remainder, because of its importance to the future of the nation, can be the justification for the taxation levels necessary to provide the balancing appropriations.

The Need to Review Budgets

I would not want to leave the impression that as a budget person I only saw the needs for all the money that was requested for this purpose. Budgets of institutions of higher learning must constantly be reviewed in order to achieve the greatest economies in the spending of money that is made available. New methods must be sought for doing the job in a more economical manner where possible. Some of the exchange programs and joint use of facilities fostered by WICHE among the states must be undertaken even *within* our states in avoiding costly duplications of facilities. Private institutions should be included in such possible joint facility use where feasible, for they, too, are obtaining money from the same sources as public colleges even though indirectly in some cases.

As a believer in state government and in our ability to handle the bulk of the cost of educational and general expenses necessary for education beyond the high school within our borders, the excellent analysis prepared by Dr. Russell should be a challenge for us to go out and get the job done.

V. MAURICE SMITH
State Senator, Alaska

The state tax dollar is going to be the main source of funding for higher education—in the western states as well as many others. But a number of legislators and educators feel that sources of income have not been fully explored, and they desire further consideration of this aspect of financing higher education. Increased state funds may meet taxpayer resistance, however. This was pointed out by Senator Newbry of Oregon.

Dr. John Dale Russell says that, of the four main sources of funds—federal, state, endowments, and gifts—only the state appropriations are really significant at this point. Endowments, gifts, and federal programs cannot be increased in sufficient amounts, apparently, to close the gap between what is needed in financing and what is available.

The mood of the 90th Congress, as Dr. Russell pointed out, seems to be stalled somewhat as to further appropriations along this line. Senator Russell, as many others, indicated strongly that streamlining education, economizing, consolidating, and otherwise making more efficient the process of higher education may be one way of meeting the demands of increased academic programs and cost brought on by increased enrollments, higher costs of operation, the higher cost of borrowing money, and the need for the additional courses that result as we move along in higher education.

In the field of increased efficiency, many legislators felt that this was an extremely important point, and a number of university administrators agreed that more attention must be given in this area. A word of warning came along with this—that an educational institution should not be considered a factory. This came from nearly all quarters, incidentally—on the floor, the observers, and the comments of the convention participants. It seemed that most did not want efficiency geared to such factors as teacher-student ratios and felt that the budget for a university should not be based on such criteria. Most of the legislators indicated that they would like to have had more discussions on measuring devices, if I may use that phrase, of productivity for student consideration or rather budget considerations and would like to see more study made in this area.

The three proposals for increased income—increased tuition, federal and state loan programs, and tax credits—produced varying reactions from the convention members, legislators, and educators. Dr. Russell's proposal that the federal or state loans to be repaid over a long period of time be put through welfare departments went over somewhat like a heavier than air aircraft without any fuel. That thing really went down the tube as far as the evaluation papers were concerned. A good percentage of the conference members took violent exception to this. Others did not understand what the thinking was on it.

The opinion on tuition increases varied—not a little geographically—as indicated by the evaluation sheets turned in. The middle mountain states and the northern states of the western group here reacted more or less in favor of increased tuition or maintaining the present levels. The Southwest and California, as indicated on the evaluation sheets, seem to be in favor of lowering or even eliminating tuition altogether. Long-term loan programs, it was felt by most conference members, need considerable more study which was indicated as the medium for aiding in the research in this question. WICHE should be the medium for conducting research in this area. Even though, during the past eight years, state participation in higher education far exceeded the projections made prior to this period, legislators expressed their fears that the taxpayer resistance will increase in the future. Lawmakers and educators wondered if the saturation point has been reached, or is about to be reached.

Senator Newbry of Oregon cited the defeated bond proposals for schools in his state and in other states throughout the nation. I think most of you are aware of these, particularly in the last year. In my own state we sent several school bond building proposals right down the tube on rather large margins.

In general, on the part of practically all the legislators and many educators, both on and off the floor, more such meetings as this with more time to discuss the various phases of the problems was indicated by these evaluation sheets.

There was criticism of the lack of time in buzz sessions. Apparently a good many people enjoyed at least the one that I am reporting on, the one on finance.

It may or may not be significant that at least one evaluator was puzzled by the lack of faculty and student participation in a conference of this kind. Several conference members expressed considerable lack of enthusiasm for further federal participation with or without controls. There were a few pros on the question of federal participation with and without controls. The opinion of course was divided—divided somewhat geographically, which will come as no surprise to most of us.

The feeling was expressed of lack of time and the need for more specific proposals. Legislators faced with a consideration of appropriations for higher education and consideration for the pocketbooks of their and our constituents expressed a desperate need for more information, much more study, and more frequent opportunity to sit down with educators and others concerned with higher education. They felt a great need for more concrete proposals.

Virtually no one doubted the value of higher education. Many expressed fears for its financial well being. All are concerned and want to contribute. Concrete proposals, yes; generalizations, no.

I want to wind this up with a story that most of my legislative colleagues will appreciate. A fellow wrote, "We dedicated our new school today, the one that you helped provide the funds for, and want to thank you for your efforts in bringing this new school to our city. Don't raise taxes any more."

Section 3

THE ACADEMIC COMMUNITY AND PUBLIC SERVICE

Robert E. Smylie*

Let me say at the outset that I am most pleased to be able to address you today, and specifically to talk about what the academic community might do for the rest of us.

I spent so many years of my life trying to be a modestly good provider for the academic community that it is pleasant to turn the cart around.

I assure you, ladies and gentlemen, that my ideas will have very little ivy on them. They are concrete suggestions about what academia can do to help solve some of the pressing social and cultural problems of the day. Talented public administrators are in short supply, and the governmental machinery creaks and groans. It is time we did something about it, and the universities are a good place to start.

There has been enough derogatory comment about schools of business administration to last awhile. It is just as well that no one discovered the schools of public administration. The comment would have been disastrous.

In 1916, Charles Van Hise, president of the University of Wisconsin, said that "Times of unrest and change are not the times for the university to trim; they are the times to set every sail. . . ." Today, in view of the pressing social problems which confront us all, universities must continue their essential mission of transmitting, cultivating, and advancing learning, and still play a decisive role in meeting the needs of a dynamic society through public or community service.

Every aspect of life in America is affected by our universities: agriculture, industry, labor, the performing arts, international trade and relations. This afternoon, I shall focus on the responsibilities of universities to our state and local governments, and suggest several public or community service programs designed to develop and apply useful knowledge in the solution of some of society's major ills.

Because of the tremendous scope of the problems facing our society, the variety of needs to be met, questions to be answered, and solutions to be found, we must abandon a system of organization in which agencies of government, business corporations, and universities conduct affairs as if they were islands unto themselves. Many of the agencies working on society's problems are simply tending the machinery of that part of the society to which they belong. The machinery may be a great corporation or a great law practice or a great university. These people tend it very well indeed, but they are not pursuing a vision of what the total society needs.

RESPONSIBILITIES OF UNIVERSITIES

At a 1966 meeting which dealt with state universities and public affairs, John Corson listed five reasons why the American society increasingly turns to the academic community for aid on the vitally important problems of building a viable, constructive, responsible society:

1. The university provides unique institutional strengths. It has a staff, buildings and ground, endowment, and a climate within and prestige without that constitute unique strengths for resolving the problems of a society.

2. The universities, as they have grown, have acquired a substantial monopoly of the particular kind of human talent required for dealing with the problems of a society as distinguished from the problems of an "enterprise."

3. The universities possess a discipline of objectivity—an asset that is infinitely valuable in a competitive, tension-packed society.

4. The universities are committed to the search for new knowledge.

5. The universities possess values; they stand for something; indeed they stand for the most civilizing values of which we know—freedom, justice, humanity, and individual human dignity.

Universities can work especially effectively in those areas of government in which the pattern of programs, relationships, and responsibilities is evolving to meet needs resulting from social and economic change. They can be instrumental in identifying emerging needs which require governmental interest, and in assisting governments to adapt, create, and develop the structures, programs, and processes which will most efficiently and effectively meet defined needs.

GOVERNMENT MACHINERY CREAKS AND GROANS

Urban governments need assistance in defining and implementing the public role in advancing the level of governmental responsiveness and effectiveness in renewing the city and its social and cultural structures. Small towns and rural counties need technical assistance and information to help them guide physical and human resource development so as to secure for their citizens their

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*Governor of Idaho from 1954 through 1966. He is currently practicing law in Boise, Idaho.

proper share in the material and nonmaterial wealth of our nation. And state governments need assistance in order to achieve full partnership with the federal and local governments as they implement their constitutional role of assuring statewide policies and services of high quality.

Trained Public Administrators Are Needed

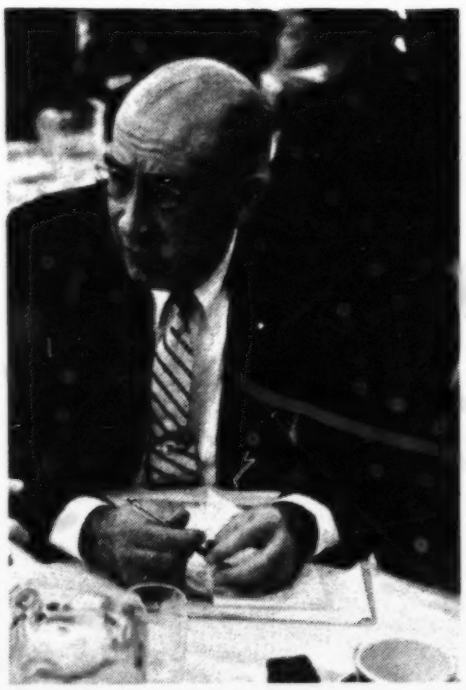
The long-range viewpoints and activities to which the university can best contribute include training people to perform the tasks of the various agencies of state and local government, advising public leaders on alternative plans of action, helping them to weigh the consequences, responsibilities, and the resources which the alternatives require, providing knowledge of trends and development procedures, and developing and conducting various services for the citizens of the university's community.

With the growing complexity of problems facing public administrators, the welfare of the people is increasingly dependent upon the wisdom, the integrity, and the farsightedness of those administrators. The education of today's public executives must go beyond the understanding of position classification, procedural analysis, the performance budget, and human relations, important as these are. It must involve an understanding of the forces and the directions of society, the interplay of scientific and social development and of public and private activities, the methods of anticipating and evaluating the consequences of actions in one field upon other fields, the goals and methods of institution-building and institution-changing.

"One of the major reasons for the burgeoning welfare and the urban riots is our horrible education in the urban ghettos. Our universities simply are not training the kind of teachers we need to send into those areas. This is the primary public service universities should get into."

SENATOR EASTHAM
—NEW MEXICO

The qualifications required of today's public administrators may be divided into three rough and overlapping categories:



"In the field of government and public administration, universities can serve, and I think they have been serving. In a lot of these areas we stand on frontiers . . . we have a task ahead to make democracy work at the grass roots."

DR. HENLEY—CALIFORNIA

1. The professional and technical knowledge required to direct the work of their agency;

2. The knowledge and abilities required to lead and manage the work of subordinates; and

3. The knowledge and abilities required to understand and to deal effectively with the broad ramifications of their agency's program in terms of its broader social implications and of its effect upon other agency programs, other governments, and the population as a whole.

To be effective, therefore, the university contribution to the education of these administrators must emphasize the broadening, social, and interprofessional topics, leaving to on-the-job training such staples of public administration as job classification, designing of tests, the maintaining of public accounts, the contracting for purchases, etc.

Unfortunately, many universities have their own institutional obstacles to the development of such a program. Frequently, they suffer from the same kind of compartmentalization and rigidity among their disciplines as governments themselves suffer among their jurisdictions and functions. The provision of cross-disciplinary fertilization and problem-oriented approaches is both much needed and difficult to accomplish.

A second institutional difficulty lies in the interpretation of university objectives. In the face of demands for general education for a growing proportion of our society and of demands for producing at the graduate level teachers and professors for the future, can a university acknowledge as a major objective the training of public administrators? I contend that they must. Our society is desperately seeking the talent that will better our cities, improve our schools, lengthen our lives, overcome racial tensions, and find solutions to international ills. It has always been a major task of our universities to provide trained leadership to meet the requirements of a changing society. They should now enlarge their interest in the training of the professional and the technician to include the urban field, and the new requirements of state government. A great shortage of well qualified personnel already exists and it will continue to grow.

In public administration we are training far too few executives, and the universities bear a major part of the blame.

Aside from the overall education of future public employees, universities can offer specific pre-service and in-service training programs designed to give employees the information and skills needed for providing adequate and efficient service in government. Pre-service training could include the following:

1. *Internships*—a program which requires undergraduate or graduate students to work part-time or full-time for a definite period with some government agency.

2. *Field-Work Programs* — which place students in realistic life-style situations for useful work experience.

3. *Management Trainee Programs*—that emphasize practical experience coupled with college or university training.

"The suggestion of a marketing program, started by universities, intrigued me. That is an excellent idea. But can the universities call their products back like the automobile companies do and do a little fixing up on the product?"

DR. BROWNE—ARIZONA

4. *Program Development Training* —in specific fields, related to community development, developed by a college or university.

In-service training, designed to improve the present employee's performance could include short courses, workshops, seminars, institutes, and lectures.

Some Training Programs

The Graduate School of Public Affairs at New York State University recently initiated a Public Executive Development Program to assist in the continuing professional development of governmental executives in the New York State Service. The program's activities include: one-week institutes devoted to the study of the internal and external environments of public administration; a weekly management seminar for senior officials; a workshop on techniques of quantitative analysis; and a series of specifically designed institutes for individual agencies covering topics of special concern to the agency such as management services, conduct of agency field operations in varying socio-political settings, and public relations. One-week institutes will offer a curriculum of studies in policy-oriented and technique-oriented subfields including management science, behavioral science, and policy science. In addition, intensive programs of one- and two-week duration will be offered in special areas such as planning, programming and budgeting, and principles and applications of analysis.

Local officials in New Jersey benefit from the in-service training courses and seminars conducted by the Rutgers Bureau of Government Research and the University Extension Division, in cooperation with the State League of

Municipalities. The courses, which range up to 12 weeks in length, are held in various locations throughout the state. The course subjects run the gamut of basic municipal administrative areas, and include such topics as assessing, municipal court clerk's duties, zoning, subdivision control, real property appraisal, fire prevention, urban renewal, finance administration and others.

These two programs are examples of what universities *can* do to assist local and state governments to meet their leadership responsibilities by developing adequately skilled personnel.

It's time the academic community of the West took note and followed suit.

The University as Advisor in Government

Let us turn now to the university's role in advising public executives on alternative modes of action and helping them to weigh the consequences, responsibilities, and resources which the alternatives require.

This function of the university can be implemented in three ways: the university as a clearing house; the university as a counselor and consultant; and the university as a convener.

The clearinghouse function is primarily a communications role both within the university and between the university and community. Within the university this involves learning the resources of the university, finding the people who have special expertise in potential problem areas. Outside the university, it means providing some point of contact in the university to which anybody from state or local government can come to find out whether the university has any help to give on this problem and if so, where.

The counselor and consultant role takes such forms as preparing information and materials for governmental agencies, advising local community groups and civic and welfare agencies, and serving as an intellectual resource within the university. The university's role as a counselor and consultant is typified by the Municipal Technical Advisory Service on the campus of the University of Tennessee and the Maryland Technical Advisory Service, which was created in 1959 as a division of the Bureau of Governmental Research in the College of Business and Public Administration of the University of Maryland. The Tennessee agency is authorized by law to furnish technical, consultative and field services to municipalities in problems relating to fiscal administration, accounting, tax assessment and collection, law enforcement, improvements and public works, and in any and all matters relating to municipal government.

State government, too, benefits from university counseling and consulting services. For example, the University of Indiana conducted a study of the state's tax system which was designed to provide the state a series of alternatives from which to choose. The New York Legislative Institute, established this

year, is authorized to conduct academic and research programs, establish a library on legislative systems, publish books and periodicals, assist in the orientation of new legislators; and, at the request of the legislature, provide assistance in improving its management and operations. The North Carolina Institute has been an informational resource to lawmakers since 1935.

"The academic community can definitely furnish leadership in cooperation with the whole community . . . I assure you that universities will not hesitate to join in developing conferences, institutes, and various other mechanisms of getting the needs on the table if they are requested to do so."

DR. JUANITA WHITE
—NEVADA

The convener role involves sponsoring meetings, public seminars, and conferences either on an informal, one-shot basis, or on a more formal, institutionalized basis. John Bebout, director of the Urban Studies Center at Rutgers, says that "The very fact that the university is recognized as an objective institution and that its assembly places are therefore neutral ground for many protagonists often makes it easier for people to come and reason together on a call from a university than on a call from some other agency." The convener device is especially useful for involving top policy makers and social scientists in discussing either basic problems or some imminent public policy decision. An example of this device is the annual Urban Policy Conferences cosponsored by the University of Iowa's Institutes of Public Affairs and the League of Iowa Municipalities. These are annual meetings where government officials assemble with leading academicians to examine the forces that are shaping our urban communities.

In the clearing house, convener, and counselor and consultant roles, the university serves as a broker as Webster's Dictionary defines the word: "Any agency or intermediary, as a commissioner, messenger, or interpreter." But the university has a more direct role to play in providing knowledge of trends and development procedures in order to improve and assist the operations of state and local government.

Terry Sanford, former governor of North Carolina, wrote: "From my observations of a number of states and my own experience in the governor's office, I have concluded that one major weakness of the states is that too often state government is flying blind. Governors and state legislators, with the best of intentions for improving the effectiveness of state government, frequently have difficulty knowing where they should lead the state. When they want to lead, and have the capacity to lead, they are not quite sure how to chart the course."

When you have spent 12 years in a governor's chair, you understand only too well the validity of Sanford's thesis.

Universities are uniquely equipped to provide fresh ideas that can help meet the requirements of today's changing society.

THE INSTITUTE OF THE STATES

State government will surely benefit from a recently developed project which draws upon the resources of universities and experienced state administrators in the search for new devices and new institutions to guide the states in action and incentive for greater effort. The Institute of the States is the outgrowth of "A Study of American States." The institute will provide a means by which the states can create their own incentives for action and provide themselves with the best information and thinking in the various areas of state responsibility.

The Institute of the States will be directed by a small board, with a staff of two or three people. This parent organization will suggest, create, promote, and organize satellite institutes for specifically assigned missions. These satellites will use every method available to promote improvement and stimulate action in their particular field of state government responsibility, from constitutional reform to transportation, from mental health to conservation and recreation, and several dozen other state functions.

"You speak about one of the noblest of all human undertakings, that of building a civilization. A civilization may begin in two ways. It may come down from the upper ranks of a society and find its way to the bottom, but all fine civilzations begin at the bottom, not at the top—at the cottage, not at the castle . . . the colleges and universities are missing the boat. . . . In Harlem you see the results of what is happening—the breaking down of the civilization."

SENATOR LENNART
—WASHINGTON

The institute would suggest standards of performance, educate the public, assist individual states in planning and promoting, draw up a blueprint for improvement (with alternatives taking into account varying situations in the several states), and generally drive for upgrading particular state responsibilities.

The satellite institutes will be located on the campuses of various universities, with the faculties of appropriate disciplines acting as both participants and advisors. These will give it access to the latest thinking in the academic world, unrestricted by any particular disci-

pline. Thus, the institute will not be a prisoner of the economists or the political scientists, or the sociologists, but would draw upon the strengths of each in developing a balanced approach to the problems of the states.

In addition to drawing on the resources of the university, the institute will benefit from the experiences and ideas of former governors. With their wide acquaintance across the nation with the key policy makers of state government, these men will know how to look for the best information and guidance, and will be in an unusually good position to present to the citizens of the various states incentive and vision.

> **". . . today the average citizen cannot comprehend the problems facing him, nor can the legislators, nor the governor. This is why we need the sort of liaison that we are talking about today."**
>
> *SENATOR McCORMACK*
> *—WASHINGTON*

The concept of the Institute of the States became a reality in the spring of 1967 at the University of North Carolina at Chapel Hill. The institute is focusing on current state planning devices, with the aim of encouraging the individual states to start the significant upgrading of the art of long-range planning, thereby developing sort of a "guidance" system for the states.

URBAN OBSERVATORIES

A similar device, designed to provide information useful to urban decision-makers has been under consideration for several years. This is the "urban observatories" concept, which was first suggested in 1962. The nationwide network of observatories would serve as collection points of basic information on urban developments. They would also do policy-oriented research on selected major issues of direct concern to mayors, city managers, and others on the firing line. The studies would be made available to local officials who need hard knowledge in political, social, and economic areas of city development as a basis of policy decisions on such problems as urban renewal, transportation, finance, and levels of service.

Staffed by competent urbanists in urban studies centers at universities concerned with urban development, the urban observatories will be guided in their categories on data collection by immediate and long-range policy concerns of municipal officials whose cities they are watching. The observatories will operate as a network linked by common agreement on types of information of mutual interest.

In June 1965, the observatory idea was tested at a conference held in Milwaukee at the suggestion of Henry Maier, mayor of Milwaukee and president of the National League of Cities. The mayors and urban specialists who attended agreed that a working relationship between city hall and the universities was needed, and subsequently a network of 14 cities was designated. Out of this proposal may emerge a redefinition of the research function of the university, since its applied aspects will have a greater appeal to the city practitioner than the theoretical considerations associated with more traditional scholarship.

At the Milwaukee conference, ways were discussed in which comparative research could develop an ideal approach for determining needs in municipal service concerning the best method of disposal of garbage, the number of collections per week; the number of policemen needed; and the relationship between the number of deaths by fire and fire escape requirements for dwelling units. It was suggested that data on specific questions, uniformly gathered from comparable communities and banked conveniently so municipalities could draw on them as needed, should be available.

UNIVERSITIES ARE ACCEPTING THE CHALLENGE

The university scholar has several advantages over the urban practitioner or policy maker in dealing with the fundamental problems of the city. For one thing, he is free from the pressures of the day and can, therefore, pursue basic lines of inquiry, suggest new approaches to old problems, and inject new thrusts that would be politically unwise for a public official to undertake. He is also better situated to engage in a retrospective and evaluative process—that is, looking at the process of chain reaction, from situation to policy response to policy action to results—and to feed back from a survey of the results to an evaluation of the policy. Because the university scholar is not tied to the immediate solution of urgent practical problems, he has a better perspective. He can view the various elements of the urban scene as a part of a whole and can identify relationships and crosscurrents for what they really are.

Some universities have moved beyond the training, research, and brokerage roles described above. In *The City and the University*, J. Martin Klotsche, chancellor of the University of Wisconsin at Milwaukee, challenges universities to actively participate in redevelopment, rehabilitation, and conservation programs where needed in cities.

The University of Missouri employed a Negro home economist to serve as an urban agent in a low-income, predominantly Negro neighborhood in Kansas City. The program sought to determine

whether the approaches used successfully by home economists in rural areas could be applied in an urban setting. The project was regarded as successful and the dean of extension at the university believed that the home economist was even more effective in the city than in her rural assignments.

The State University of New York at Buffalo has opened three store-front centers in the Negro slum areas of Buffalo and Lackawanna. The purpose of the centers is to bring information and expertis from higher education into the Negro community and provide procedures for the universities and colleges to learn more about the community, not through traditional research but through involvement.

The center is also working closely with the dean of the medical school and members of his department, in the development of comprehensive medical "outposts" designed not only to meet community needs, but also to improve the quality of medical education. The "outpost" concept also includes such services as law, education, and social welfare. This project illustrates a special function of the center; that of helping to bring together various academic disciplines in a cooperative effort. Columbia University recently announced a $2.7 million program to improve the educational, housing, health, employment and cultural opportunities of Harlem. Major projects in the program include: upgrading the quality of curriculum in Harlem schools and aiding their "effective" decentralization; creation of an experimental Columbia division for adults and school dropouts who need further education to get new jobs or advance in present ones; establishment of an industrial and commercial development association to help Harlem businessmen get started or expand their small operations; training of residents as skilled medical technicians; detailed re-examination of Harlem's housing requirements with maximum participation by the area's people; legal assistance to the poor by "highly-qualified" Columbia Law School students; and enlargement of Columbia's role in the cultural activities of Harlem.

If the universities really want to "relate" to the communities they serve, the crisis of the cities is challenge enough.

THE NEED OF PUBLIC UNDERSTANDING

The final role of the university that I shall discuss is that of educating the citizens of this country to create a greater public understanding of the problems facing state and local governments. An essential component in community betterment is the concern of the private citizen. Greater public understanding of state and local problems, possible courses of action, results of scientific investigations and demonstration projects will improve the quality of public decisions. The university can do much through publications, audiovisual aids, and the mass media to disseminate high quality objective information about public problems and thus materially improve the climate in which decision is taken.

The final, but certainly not least important task of today's university is that of producing concerned citizens who comprehend the principles and structure of our government, show proper concern for serious public problems, and are committed to helping solve those problems. Two thousand years ago, Aristotle wrote, "All who have meditated on the art of governing mankind have been convinced that the fate of empires depends on the education of youth." He has been echoed ever since. Today, the increased necessity for well-informed, motivated citizens requires that educators produce citizens who have the ability to analyze and reason and who have the commitment to act within our political system to achieve the social goals of the nation.

Naturally, the duty of improving the citizenship of Americans cannot rest solely on those who teach. Others—family, church, parents' groups, communications media, and public officials—also have substantial responsibilities. Educators, however, must accept the *main challenge and must recognize that they have the main opportunity* to increase the awareness, sensitivity, and civic interest of our citizens.

Many Americans do not fully understand the operation of our federal system or the relationships between the federal government and state and local governments. They are unaware of the limitations imposed upon the federal executive branch by the Congress and the courts and by the political strengths of state and local leaders. Many people have a low opinion of their public servants and of public service. Yet only an alert, informed electorate can guarantee the quality and competence of public officials.

Courses in state and local government must be made as relevant, as interesting, and as attractive as courses in international relations. Then citizens will realize the importance of these levels of governments at all times, not just when they receive a tax bill, or when the snow is not plowed in front of their homes, or when their favorite fishing stream becomes polluted. Greater public understanding of state and local problems, possible courses of action, results of scientific investigations and demonstration projects will improve the quality of public decisions.

IF NOT THE UNIVERSITY, WHO?

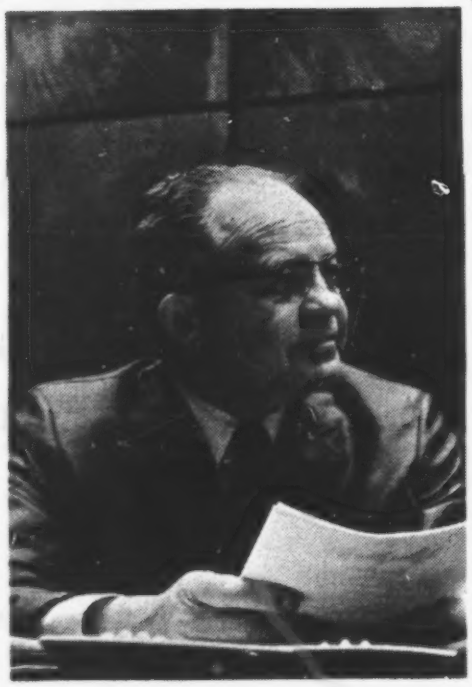
These are some of the reasons why the American society increasingly turns to the universities to aid with the problems and needs facing the country. We have suggested some courses of action for a university which is willing to accept increasing responsibility for moving ideas along the road to action, the responsibility for learning how to develop the knowledge needed and to apply useful knowledge in the solution of society's major ills. We have said that a university cannot be true to its own values if it does not accept these responsibilities. So let us now "set every sail" for university service — for, as John Corson said "If not the university, what agency will accept the responsibility for seeking out and applying the new knowledge that will shape the society in which our grandchildren live?"

It is but one more case of not what they can do for us . . . but rather what we can do for them!

DR. HARTUNG—IDAHO

WICHE

Comments on Governor Smylie's Paper



WILLIAM E. MORGAN
President,
Colorado State University

Governor Smylie touches on all of the traditional roles of the public university in America—the role of education in its classical meaning, the role of research, and the role of public service.

His emphasis, understandably, is on the last named role, that of public service, "the responsibility for moving ideas along the road to action"—to use his words. He concludes his paper with an articulate exposition of the university's major role or at least what I perceive to be the major role—that of liberal education of the student whether the student be on campus or off—liberal in the meaning of those who first used the term more than a century ago in its application to American education.

To these pioneers in public education, who, like Thaddius Stevens held that "Ignorance is more costly than taxes," the term "liberal education" meant to "liberate one from the bonds of ignorance."

Governor Smylie puts it in terms of the university's obligation to create greater public understanding, to produce concerned citizens who comprehend the principles and structure of our government, to produce citizens capable of analysis and reasoning and acting.

The Truly Educated Person

He is describing the truly educated person, and the university fails in its larger responsibilities to its student no matter how perfect his technical training and proficiency may be, if that student is not articulate in his speech and in writing, and is not able to think rationally, logically, and objectively or is not able to discern the difference between fact and opinion. I should add that the student isn't educated unless he knows how his government operates, unless he is acquainted with the culture of which he is a part, and unless he has knowledge of, and a working understanding of, the basic scientific conceptions that under-

gird his society. Incidentally, it is a global society for this generation of students.

It is this latter point that explains one of the campus difficulties to which Governor Smylie refers early in his paper, namely the "compartmentalization and rigidity among the disciplines —similar to the jurisdictional and functional separation from which governments suffer."

Knowledge is Universal in Character

There is a certain element of fiction in the separation we make between the physical sciences, the biological sciences, the social sciences, the humanities, and between all the subcategories under each of these main areas.

The harried campus administrator uses the same organizational devices as does the government executive in trying to pull together people who, for one reason or another, have been lodged administratively in separate departments: the devices of interdepartmental committees, institutes, task forces, single problem teams, operating on a one-shot basis.

Actually the academic community, in performing its teaching function, does a very respectable job in coping with the artificial division of knowledge into a hundred or more academic departments through employment of the organizational device known as the institute.

Consider, for example, the subject of genetics and the problem of teaching it on a complex university campus. There are plant geneticists and animal geneticists. And there are a dozen academic departments with an interest in the subject—agronomy, botany, forestry, zoology, biology, plant pathology, animal pathology, physiology, both plant and animal, and now and then you run across a geologist who gets bound up in the subject as he studies fossils.

Result? You bring all these people into fruitful collaboration by creation of a genetics institute to guide instruction both at the undergraduate and graduate levels.

Of course, the most spectacular examples of accomplishment by people whose university training has emphasized deep though necessarily narrow penetration of their subject have been in the research field. Countless cases may be cited of research teams, organized to solve a particular problem—which, incidentally, is not the way campuses are organized. They start off to get an explanation of the really fundamental nature of the problem, then the recommendation of what to do in solving it usually comes easy.

Importance of Scholarly Effort

What I am getting at, in devoting so much time to Governor Smylie's identification of one role of the university, is that I want to emphasize the paramount importance of the traditional role of scholarly effort.

Only through this avenue may we insure the stand-by ability of the universities to serve the needs of society. One of which, indeed the first one, he points out to be "the training of public administrators." He states, "We are training far too few and universities must bear a major part of the blame."

From this reservoir, of educated people I am talking about now, must come, too, those who might provide answers to public administrators who seek solutions to some of the ugly areas in our lives to which both Governor Smylie, today, and Governor Love, last evening, referred in their comments on the deterioration of metropolitan areas and the avalanche of difficulties that literally overwhelm us in the urban field.

I agree with Governor Smylie and Governor Love that the universities are obligated to contribute to the supply of public administrators, to provide technical assistance to them, to offer advice on alternative courses of action that may be followed in dealing with certain problems, together with an analysis of the consequences of this course or that course.

Governor Smylie didn't qualify his call for the university scholars to provide the urban practitioner with advice on alternative courses of action by saying that they should offer it when requested to do so.

I assume that Governor Smylie, having devoted so many years to service in an elective office, realized that university scholars probably would offer this advice whether he requested it or not. The giving of unsolicited advice is in the category of a sacred faculty right and, in keeping with its sacred character, it is practiced religiously.

I am sorry that I am not qualified to respond to his indicatment of schools of public administration. The only such school with which I have even a faint acquaintance is the Harvard program in public administration, and I am under the impression that its graduates are able practitioners of the art—as well as the science—of making the executive branch of government work.

But public service in all its forms is the general topic of this session of the Legislative Work Conference. Governor Smylie recognized that, though, understandably, he chose to emphasize the category of the public administrator.

I could, I believe, say some reassuring things about the university's contribution here in the West in other areas of public service besides that of the public administrator. Governor Love alluded to this last evening in his comments regarding some of the traditional activities in the land grant institution programs.

I could testify to the interest this generation of undergraduate students has in problems that trouble the large society—an interest that draws many of them to jobs of low remuneration that help meet the needs of a dynamic society through public or community service.

As for the work of the schools of public administration, about which I've already admitted limited knowledge, I should think their directors would welcome the suggestions made by Governor Smylie on such things as internships with government agencies, field work programs, management trainee programs, institutes, seminars, consultative services, and certainly the activities envisioned by the Institute of the States—a new development which I learned about for the first time in his paper—as well as the activities contemplated for the centers for urban studies, an older concept familiar, I'm sure, to all of us.

Speaking from the point of view of a campus administrator familiar with the application of similar devices and techniques in other sections of the public service arena, I should think that any moderately well-financed school of public administration should be able to put all of Governor Smylie's suggestions into practice with credit to the university and with tangible results in meeting what he so cogently refers to as "the needs of the total society."

FRANK W. YOUNG
Assemblyman, Nevada

We were told last night that the part of the nation that we represent is growing at approximately double the national average. It is rather exciting, isn't it, to live in an area of the nation that is undergoing such rapid growth, but don't you sometimes have the subtle, sinking feeling that this growth in and of itself may be masking some ways in which we aren't really measuring up?

A Lesson from Business

Professor Theodore Levitt, in the *Harvard Business Review* of July-August, 1960, under the title "Marketing Myopia," wrote that there is no such thing as a growth industry, only industries organized to create and benefit from growth situations. I would like to elaborate from Professor Levitt's article and then draw some parallels from business to the university's public service. He points to railroad companies as a classic example of industries who, under a growth situation, fail to recognize their mission. Certainly 75 years ago railroads were a growing industry. Yet today, most of them are pretty well on their backs.

Why? What was the problem? Professor Levitt identifies it as being an error in management, an error in their perception of their function. The railroad company managements conceived of their function as being the operation of a fleet of rolling stock on a network of railroad tracks. In other words, they thought in terms of their product rather than thinking of their function in terms of supplying transportation, that is, in terms of meeting customer needs. I am sure that you will all agree that we have no less need today than 75 years ago, in fact, many, many times more, for transportation of people and of freight.

Another typical example is that of Hollywood and the crisis that it went through with the advent of television. Yet today, Hollywood producers, having recognized that they weren't really in the movie-producing business, but rather in the entertainment business, have an even more booming business than under the older, more limited definitions.

You might say the same thing about the oil industry. Today, I suspect, they think largely of the industry's funtion as being the discovery, recovery, refining, and distribution of oil products, when I would guess that they are in the energy business.

The belief that profits are assured by an expanding and more affluent population is dear to the heart of every industry. It reassures us about the future. I would suggest that increasing population and therefore justification for increased budgets may also be, in a subtle way, reassuring to the universities.

Levitt carefully points out the difference between selling and marketing, "Selling focuses on the needs of the seller, marketing on the needs of the buyer. . . . What a (marketing oriented company) offers for sale is determined not by the seller but by the buyer. The seller takes his cues from the buyer in such a way that the product becomes the consequence of the marketing effort, not vice versa."

Let's take a classic example of where this happened. Henry Ford is usually credited with genius for mass production, and we frequently think that he produced the $500 automobile because he invented mass production, when in fact, it was the other way around. He was a genius in marketing. He concluded that if he could build a $500 automobile, he could sell masses of cars, and he then challenged his engineers to develop an automobile and a way of producing it so that he could sell it for $500. His product was the result of his marketing efforts.

A Marketing Approach for Universities

Levitt goes on to say that "Marketing views the entire business process as a tightly integrated effort to discover, create, arouse, and satisfy customer needs." I would urge that a marketing approach be instituted by our universities. It would seem to me that that in a sense is what Governor Smylie is urging —that our universities look upon government as one of their customers, and that through involvement, and I would underscore and capitalize *Involvement*, discover government needs.

Legislative Internships

He has mentioned internships. I would like to see more legislative internships and have invited the University of Nevada to establish a private project this next session in Nevada. The concept is that the university, either through an organization like the Institute of States, or through separate action, can actively

participate in long-range planning. As a freshman legislator, I have been impressed by the very distinct need for more long-range planning in state government. I believe that our failure to do our long-range planning homework is one of the main reasons for the shift in the balance of power to the federal government.

Involvement

Lastly, I was delighted to hear Governor Smylie refer to the place of the university in actively meeting the urban and racial crisis through involvement. I think that the universities need to do more of what industry is now being asked to do—to search harder, to find those minority students who, under the exciting challenge of quality higher education, will blossom and become the leaders in their communities tomorrow. I think that in our schools of education we must spend more time preparing teachers to meet the challenge of the classroom in our deprived areas of our cities. I would hazard a guess that the rise of programs like the Manpower Development and Training Act indicates that we have really not been sensitive in our institutions of higher education to the local level and to the local needs. I would guess that a university that is truly customer oriented, that is, citizen need oriented, and meets these needs will have a bright future and will write a new page in the history of higher education. I think, also, that the universities would solve many of their problems with the legislature by taking this approach.

WICHE

JOHN C. DOYLE
Director, Western Office
The Council of State Governments

It is a pleasure to meet and listen to Governor Smylie, who has had a vast experience as an able and productive public servant and who continues to exercise his abilities in the general service of the public. I would say through you, to Governor Smylie, that "he's my boy." I can hardly disagree with anything he says, although I would emphasize how to accomplish the goals he seeks.

We have been experiencing in the last 5 to 10 years a—as someone has put it—yeasty ferment in state and local government, a revival of interest in having the states assume their proper role in the federal system. This was carried on in years past by such organizations as the National Municipal League, then picked up by the National Governor's Conference, the National Legislative Conference, other organizations of the Council of State Governments, and recently joined in by foundations and university-oriented agencies and other civic groups on a regional or national basis.

For years we have been emphasizing the federal government—publicly criticising it and sometimes privately embracing it. On the university level it is a much more glamorous and easy subject to teach and much safer than delving into what we call with a shrug "state and local government." This new direction, this new emphasis on revitalizing state government, is a happy one. I think sometimes, though, that we are misdirecting our thrust. We are starting out at a higher level than maybe we should. Everybody is in the act nowadays. It is both flattering and disconcerting, and we may suffer from so many embraces, dissections, and analyses that we don't do anything really productive except occupy ourselves with something to do and to get public attention.

A Place to Start

First, I would like to see that in each state we find out what we *have* in the way of state and local government—not stop with the theory and not continue to teach the typical state government because no state is typical, but most of our textbooks, such as exist, talk about a "typical state government."

I received my college education in state government in the state of Texas. The Model State Constitution showed a wonderful chart of the state government of Texas as the worst example of a state government. That was really a comfort while going to school. I outdid them years later while working in graduate school by developing a chart that shows it even worse. The purpose of my chart was to show the poor lines of communication overlapping the existence of agencies that had technically gone out of existence 50 years before but were still having members appointed by the governor. No one would dare tell the governor the agencies didn't exist, and the members of the boards were rather pleased to have a title. I used lots of colors and bold lines and dotted lines and dash lines, and soon thereafter I departed the state of Texas with fond hope that this very colorful chart showing the complete chaos would influence somebody in the group to take a look at the state and do something about it. I

think they have done a lot there.

I'd ask you, using this basic tool of the text on state government, which of the states represented here from the West have, in their state sponsored colleges and universities, a sound, current, readable, useful textbook on their state government? I think it would be rare to find one. Who teaches these courses, if they are taught at all? Is it the junior professor, the part-time instructor who takes it as a penalty and passes on his lack of enthusiasm to the student? I know, on a much smaller scale, as Governor Smylie mentioned, the difficulty of recruiting people who know anything about state government, much less who are interested in it.

Working in the refreshing atmosphere of a potential new state, Alaska, we had to go outside to find people who might be somewhat aware of state government —recruiting attorneys, graduate students in public administration, economics, and political science. Alaska was lucky in that respect because it had a certain romance—new state, wild and woolly North, the last frontier. Other states aren't so fortunate.

Some students you would scare to death if not bore them to death by mentioning state government. Where do they get this idea? Where does this lack of interest come from? I think it comes from our schools. How many schools have a professor of public administration? Are we talking about the public administration of the federal government? Most of those texts include case studies on problems of administration at the federal level, usually on the National Labor Relations Board cases of the 1930's. It is rather discouraging.

Governor Smylie mentioned to us some developments, university-oriented, unfortunately mostly in the East. I hope that this afternoon Chancellor Lieuallen will bring us some information on the new school of public affairs and community service that the University of Oregon has just inaugurated to deal with training, counseling, and education on state and local governmental levels.

Other states I am sure are moving into this. Some states merely have paper organizations to receive foundation grants and to give professors an opportunity to publish learned monographs. There is a lot to be done. I am rather encouraged by it, but I do emphasize that, first, let us know ourselves, then we can compare ourselves with others.

A Need for More Understanding

Legislators and administrators in state government, particularly the new ones, must wonder what they got into—after going through the trials of nomination and election. I believe if you would go to any state capitol in the West, and throughout the nation, you would find that one agency doesn't know what the agency next door is really doing and why. Maybe the agency doesn't know itself. No one is looking at them very closely. It is really a trial for a governor and a legislator to take the big picture.

Probably many of you educators have, and legislators of course have, sat in when departmental heads and representatives of public and special interest groups come in seeking appropriations or new tax moneys or devoiding tax moneys for their particular causes. One group will arrive, possibly a college president with his brief case in hand, along with an assistant, five minutes before his due time—say 10 a.m. The committee has been sitting for an hour and a half or two. He makes his presentation, if things work out right, shakes hands hurriedly and pops out the door. That committee has been sitting there for hours and will sit for more hours listening to other good causes seeking more funds, less taxes, or something else. But the particular groups come and go, except for an occasional lobbyist of some breadth—say in labor or in the chamber of commerce—who will sit throughout it all to get the big picture and to understand where his cause or the other causes fit in together. The public administrator—speaking in terms of a governor, or the legislative committees on finance, appropriations, ways and means—must look at the whole picture.

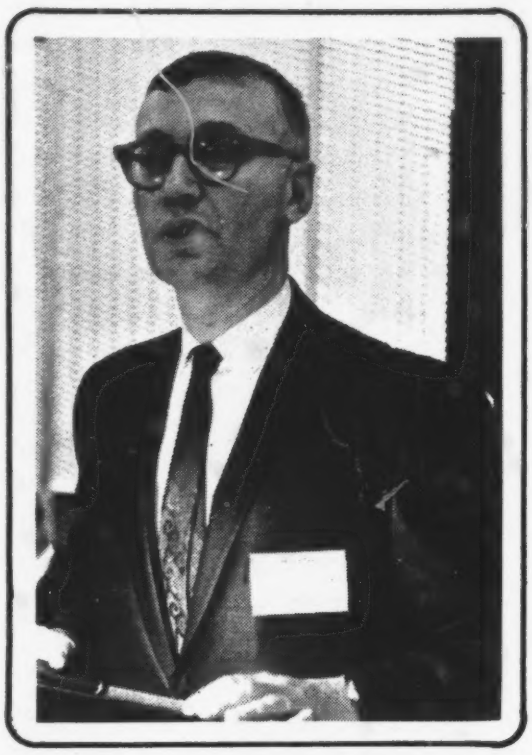
Where Do Public Administrators Learn the Job?

How they get their education amazes me. Maybe some of them aren't well educated, but the breadth of knowledge they have to have from the poorest of resources is just astounding. Where can they go to read to find out about that state government they are now entered in the act of practicing? What does the governor do? Look at a chart done 10 years ago which was meant to simplify things to the point of being meaningless? Call in department heads who only have their own narrow point of view, and their own narrow programs? I think it is a rough go. I never cease in my admiration of these people who enter into this "pit" trying to do something while being harassed on all sides and therefore criticized on all sides for not knowing something that no one else seems to know either.

Universities Can Help

So I turn to the university as the most logical spot, the most resourceful spot, for information on that state government, not the typical state government, but on their local government as it exists, not as it ought to exist. Look at what it is so you can see what might be done, then compare with other states and other jurisdictions, other regions. Unless you do that, I think we are lost. We would depend upon the university to gather this information, to go out into the public life, to give counsel, whether solicited or not, and communicate the information gathered.

In some states, possibly, the university or college could arrange, with a couple of sharp professors who can communicate, who are interested and informed, to write a text or to get those brownie points for publishing or perishing, but also possibly the proceeds could go to some good cause that would allow them to use their official state time to prepare the text. It could be a loose-leaf form. Keep it up to date so that a legislator and interested citizen could have a copy and find out what is going on. The university has the intellectual services and resources to do the job. Governor Smylie has realerted us to the various possibilities of service and contribution on the part of the university. The states deserve this of their universities and, in turn, they will merit their just deserts from the states.



HAROLD S. ZIMMERMAN
State Representative, Washington

Your evaluation sheets convinced me that you can listen faster than I can talk, so let's review together for a few minutes the productive three hours of yesterday afternoon.

Former Governor Smylie of Idaho appealed to the universities to provide public administrators to help solve the problems of society, asking that government, industry, and universities abandon their separateness and work together. Governor Smylie listed reasons why the university can help build a responsible society: its staff, its buildings, and prestige; its human talent and discipline of objectivity; its commitment to the search for new knowledge; its possession of civilizing values—freedom, justice, humanity, and human dignity.

He specifically stressed the need for human educators to train public administrators to serve the urban field and the new requirements of state government. Governor Smylie said that the training should include internship, field work programs, management training programs, and program development training. He recommended in-service training initiated by the New York State University which includes institutes on public administration, weekly seminars for senior officials, work shops on techniques and other topics, including planning, programming, and budgeting systems.

Three ways the university can serve are: as a clearing house, a counselor and consultant, and as a convener—the first in the communications role, the second as a means of preparing information, and the third as sponsor of seminars and conferences. Governor Smylie spelled out how several states and universities are serving city, county, and state governments, specifically listing the institutes of state work. This group will organize satellite institutes for a particular field ranging from constitutional reform to transportation, from mental health to conservation and recreation. They will be located on college campuses. A similar device, the urban observatories, would serve mayors, cities, city managers, and other local officials. They would tackle the mundane problems of garbage collection, police force size, and perhaps sewage problems.

Spelling out the advantages that the university scholar would have in making recommendations to solve urban problems, Governor Smylie cited the storefront example of the State University of New York at Buffalo where the outpost concept includes improving quality of medical education, law services, and social welfare services in urban areas. Columbia University's $2.7 million program in Harlem was given in great detail.

Governor Smylie also called on the university to produce concerned citizens who comprehend principles and structure of government, show concern for public problems, and are committed to solving them within our political system, observing that family, church, parent, communications media, and public officials have responsibilities here. He said that education must accept the main challenge to increase civic interest in citizens.

Colorado State University's Doctor William Morgan not only reviewed Governor Smylie's address, but also held up the universities' responsibility for providing for liberal education—the traditional role of scholarly effort, which he contends insured the standby ability of the universities to serve the needs of society.

Dr. Morgan opened up one of the more debatable points of the afternoon when he mentioned that university scholars probably would offer their services whether requested or not, for he said, it is "a sacred faculty right practiced religiously."

Juanita Greer White provoked as many comments as any other issue of the afternoon when she said that the university people will furnish leadership when asked for it, but they will not attempt to force their ideas on legislators or other governmental officials.

Nevada assemblyman Frank Young provided what most of you felt was one of the most significant new ideas of the conference—the application of Theodore Levitt's thesis in marketing myopia to the field of education and its public service. Young urged the marketing approach on the part of universities by their looking upon government as a customer through involvement with government discovering its needs, specifically mentioning internships, long-range planning, and the meeting of urban, racial, and slum clearance classroom teaching needs.

John T. Doyle, of the Council of State Governments, urged that state government be revitalized, first by each state finding out what it has available, by improving communications between its old agencies, and by improving instruction about state government. He said that turning to the university is logical, for it is a resource to find out about local government as it exists today and to make state government meaningful. He suggested that a sound, readable text on state government be written in loose-leaf form and be kept up-to-date. If the university serves the state, the state will serve the university, he asserted.

Provocator Ballentine Henley's question as to the demise of democracy, with government and university trained administrators replacing the average citizen who may not understand the complexities of modern day life or wish to concern himself with it, brought sharp reactions in your evaluations. He eloquently declared that politicians and public administrators can work together as a team and that they must if democracy is to survive. But he cautioned that they should know their responsibilities and avoid getting into each other's field.

". . . politics is all around us. It is the practical exercise of the art of self government. Probably the worst thing you could say about an American citizen is that he isn't a politician. Everyone ought to be."
JOHN DOYLE—CALIFORNIA

Questions or comments on the floor ranged from: (1) Senator Lennart's caution that the building of a civilization begins at the bottom, at a cottage, not a castle, recalling that the Greeks had to go out and renew strength by touching earth and that we all gain strength by touching the earth to (2) Senator Mike McCormack's comments that federal intervention has come because states were incapable of responding to the crisis that exists today, and because the average citizen cannot understand the problems he faces. Senator McCormack specified public welfare.

Your buzz sessions and evaluation sheets focused on the fact that higher education involves more than the universities and that there are services available to the other colleges, community colleges, and four-year colleges. The difficult and expanding role of higher education insists that it provide public service and research and at the same time teach students to be both pragmatic and theoretical.

There was a considerable disagreement over whether the university should initiate solutions to government problems or wait to be asked to develop the solutions.

As to specific kinds of public service the university should provide, your evaluations ask that it be spelled out in considerably more detail. You urged strong need for better communication between legislators and educators. Frequently this came up and also the need for better teamwork. Over and over again you said higher education needs to do a better job of selling itself to the public. The lack of understanding on the part of legislators and the public of the role of higher education was expressed by educators.

Legislators, on the other hand, ask for more understanding of state government and more services from universities. There were sharp differences of opinion on whether the university should respond to external or social requirements as expressed by numerous publics, such as for the teaching in ghettos, and on whether the university is too costly, too inefficient, and too removed from social economic problems that bother elected representatives.

Among unresolved issues that cropped up throughout the buzz session and also on the evaluation sheets were these: the definition of terms, such as what is public service; the role of the universities and colleges seen by them and by citizens; the real problem of communications; more forceful expression of the need for public administration programs; the broadening of our horizons; how the college can approach a politician; the importance to educate for understanding the character and processes of democratic government; is public administration the best training for those who are to solve future problems? How can higher education assume an activist role in public problem-solving? How, specifically, can universities help legislators? How do we implement all of these ideas?

The expression was made that we are going to have to restructure the university as we know it today.

As Edmund Burke said, all government, indeed every human benefit and enjoyment, every virtue, every prudent act is founded on compromise and barter. That is what this session and this report is—compromise, consensus, some commission, some omission. Technical education has said that perhaps the most valuable result of all education is the ability to make yourself do the thing that you have to do when it ought to be done whether you like it or not.

As Governor Smylie declared, let us now set every sail for university service, for if not the university, what agency will accept the repsonsibility of seeking out and applying new knowledge that will shape the society in which our grandchildren will live?

"No one should lay hands on the universities except that he understands and loves them."
GOVERNOR SMYLIE—IDAHO

WICHE

Section 4

THE PUBLIC'S CURRENT CONCERNS ABOUT HIGHER EDUCATION

Jack M. Campbell *

I appreciate the invitation to talk to you this evening about higher education, especially with a topic like "The Public's Current Concerns" which gives me a wide range in which to roam. I am reminded of the story of how Oliver Wendell Holmes handled the question of fees and topics for public functions. He would reply, "If I select the subject, my fee is $150; if your committee selects the subject, the charge is $250; but in either case the speech is the same."

I assume my topic permits me to act the devil's advocate this evening so perhaps I should preface my remarks by saying the opinions expressed in this speech are not necessarily those of the speaker. Since the title does not specify which "publics" are concerned, I shall feel free to express the divergent and even conflicting concerns of the divergent and sometimes conflicting constituencies which you serve. As a former public official, I find a great deal of personal pleasure in tapping someone else on the shoulder and demanding, "What have you done for me lately?"—a question that university presidents hear as often these days as politicians.

I do not expect to voice any concerns this evening that are new to you, but I hope they will be expressed in a way that will help you to think about some of them in a new way. Finally, I hope my remarks will be more encouraging than the address an Indian chief reportedly made to his tribal council. One late fall day the chief called his elders together and announced that he had news to give them— some good and some bad. He said that he would give them the bad news first, which was that, due to mismanagement, the tribe would have nothing to eat during the long winter months except buffalo dung. He then said, "Now for the good news— we have an ample supply of buffalo dung."

MORE PEOPLE ARE INVOLVED IN HIGHER EDUCATION

If more people are concerned about higher education than ever before in the West and in the nation, it is simply because more people are involved in higher education than at any other time in history. Whether it is a question of the place of the students in their academic community, the role of the faculty in institutional policy, the effect of federal grants for research, or the attitudes of the various publics, the factor of sheer size is relevant. I would like to avoid putting you to sleep with statistics, but no discussion of the present situation nor projection of the future course of American higher education can avoid the problem of numbers. It is estimated there are currently 6 million young men and women in United States colleges and universities and that 9 million students will be seeking higher education by 1975.[1] Colleges and universities are springing up at the astonishing rate of one a week. A generation ago the goal was a highschool diploma for everyone. Now the richer states hope to provide within a decade a college degree for every resident who wants one.

The rapid increase in enrollments has lead inevitably to the growing dominance on the educational scene of the public-tax-supported university. More than half of all college and university students in the United States attended private institutions up to 1950.[2] Today only 34 percent do so and by 1980 they will constitute only 25 percent nationally. The percentage is even lower in the western states. This shift in the public-private ratio is creating a variety of stresses and strains for educators, politicians, and parents. However, this nation appears to be committed to educational pluralism and to the view that diversity in control, in size, in source of support, in areas of instruction, and even in quality is a source of enormous educational strength. The days of the American college as a relaxed, intimate community of scholars have disappeared at many institutions to be replaced by a complex and sprawling community of specialists, administered by dozens of executives, employing hundreds of teachers, and serving thousands of students.

INCREASED PUBLIC SIGNIFICANCE OF HIGHER EDUCATION

Higher education is increasing not only in size but in public significance; not only in population, but in power. This situation has aroused concern in many quarters for many reasons which I shall explore later this evening. In the words of Walter Lippman: "Because modern man in his search for truth has turned away from kings,

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*Governor of New Mexico from 1963 through 1966. Currently Director of the Institute on State Programming for the '70's at the University of North Carolina. He is a member of the Advisory Board to the American Council on Education's study of systems of higher education.

priests, commissars and bureaucrats, he is left, for better or worse, with the professors."[3]

One cannot speak intelligently of any new developement in this country in this decade without mentioning higher education. Whether the subject of discussion is politics, urbanization, sex, civil rights, theology, cancer research, art, law enforcement, poverty, humor, space ships, the weather, or World War III, somewhere in the conversation you will hear the name of a college or university or technical institute. The topic may be LSD, TV, or CIA, but the subtopic is C-O-L-L-E-G-E. The new academic jet set has blasted the ivy off the campus walls, and the scholars can't retreat to their ivory towers because the towers are filled with electronic computers.

It seems at times there is no limit to American expectations in regard to the competence and influence of higher education. Will we outdistance the Russians in the space race? Will we find a cure for the common cold? Will we stop the Chinese drive for world dominion? Will we be able to maintain our high standard of living and to avoid depressions? Will America become a nation of drugs, orgies, and revolution? Millions of heads turn toward the new Mecca, the college campus, for the answers to these and myriad other questions of personal and public importance. It hardly seems possible it has been less than 10 years since Clark Kerr, then president of the University of California, reportedly said in jest that the three major administrative problems on a campus are "sex for the students, athletics for the alumni, and parking for the faculty." His current comment might be that it only hurts when he laughs.

LANDMARKS ARE CHANGING

I am sure that many people involved in higher education today must feel like the pilot on a Hawaii-bound airliner who was asked by a stewardess as they flew high above the Pacific how the flight was going. He replied cheerfully, "Well, it's this way, we're lost but we're making very good time."

The old landmarks of society and academia appear to be disappearing fast as leaders in education and government struggle to adapt to the new currents. In the words of an English

DR. ALLEN—UTAH

educator, Sir Eric Ashby of Cambridge, modern educators must "adapt themselves to communities where the wavelength of change is shorter than the span of human life."[4] Last year I gave the commencement address at a university in my own state where the head of one academic department in engineering and the sciences reported that not a single course taught in his department in 1960 was being taught at that time. This professor at New Mexico State University said new information had been added so quickly and traditional material revised in so many ways that it was necessary within the six-year period to reorganize all the courses and write new titles reflecting those changes.

CURRENT FEARS OF HIGHER EDUCATION

Education is enjoying a new affluence, which strangely enough also is a major source of concern. Perhaps it is not so much the dollars themselves as the ties they have to big government and big business and the temptations they offer to the intellectually pure in heart.

As Ashby has noted "It is not the fear that universities will be robbed; rather that they will be seduced."[5] I believe the Victorian term was "compromised." After all, shouldn't poets be in garrets and not mixing it up at Washington committee hearings; and shouldn't the scientist spend more time in his laboratory and less time lobbying Congress or state legislators?

The national government is expected to spend almost three times as much next year as it did four years ago on education, and four years ago its was spending more than $4 billion. Education is being hailed as the nation's major growth "industry," a word that sends shivers down the spines of hordes of students and alumni and confirms their worst fears that their school and alma mater has become a knowledge factory, or worse. When they hear reports of professors and colleges competing aggressively for huge federal and foundation grants, they are reminded of the story of George Bernard Shaw asking an English duchess if she would commit adultery for a million pounds. When she replied, "Probably," he asked, "Well, what about five pounds?" To which she replied, "What do you think I am?" and the Irish cynic said, "We've already established that; now we're negotiating the price."

Ashby cites what he calls three justifiable fears in regard to the grantsmanship game:

1. If federal support for specific projects comprises too great a proportion of a university's income, the tail can wag the dog. The migration of one

professor and his team, or the acquisition of some massive government contract can blow the whole institution off course.

2. Massive federal aid to individuals or departments might divert their loyalty from the university toward the grant-giving agency, or to quote scripture, "where your treasure is, there will your heart be also." Is there a danger of the professor trying to stretch his loyalties to reach the university which hires him, the federal agency which supports his research, and the guild of his specialism, on whose opinion the professor's prestige as a scholar depends?

3. Will the concentration of federal aid in a very few centers make it harder for institutions lower in the peck-order to acquire prestige? Reports that 60 percent of federal grants for research go to 25 percent of the universities naturally encourage this fear. However, coupled with this concern is the reverse fear of government distributing its favors on geographical considerations, based on the pressures of sectional and regional politics. This is what might be described as the pork-barrel school of scientific development.

Our variations of federal-phobia also include the fear of undue influence by the military establishment. How can universities cooperate by providing needed classified research while retaining academic freedom? Will the establishment of military units in schools lead to "military thinking?" The growing intimacy of soldiers and scholars is the product of commendable as well as questionable Pentagon programs, but how far should it go? Secretary of Defense Robert McNamara told the House Armed Services Committee recently that "the Department of Defense supports nearly half of all the academic research in the physical sciences and engineering now being done in American universities and colleges."[6]

To these concerns one might add the public expressions of anxiety over the burdens imposed on college administrations by the Selective Service, teaching techniques developed by the Department of Defense, and the effect of the Vietnam War on the attitudes and accomplishments of students and faculty.

Some of your constituents, when not worrying about the influence of the military mind, are voicing concern over the recent efforts of private industry to court or exploit your "guys in white hats." The president of Science Research Associates, an IBM subsidiary, refers to this new development as the "social-industrial complex." He says many corporations have found there is more profit in solving social problems than in creating them. "Social causes which in the thirties were the domain of college professors, labor unions, and student demonstrations are today becoming the new business of business," Mr. Spencer adds.

One of our public worriers, Michael Harrington, describes the sudden outburst of corporate conscience as "menacing."[7] He argues that satisfying social needs and making money are two distinct and often antagonistic undertakings. He notes the so-called knowledge industry now includes, among others, General Dynamics; AT and T; General Electric; Time, Inc.; Philco; Westinghouse; Raytheon; Xerox; CBS; Burroughs Business Machines; and Packard Bell. Education editor James Cass of the *Saturday Review* also sees possible conflict between education as a market and education as a human process, and he complains that corporate money is not searching out new and better ways to solve old problems, but too often is simply going into traditional channels to grind out more of the same.[8]

Harrington warns, "America, whether it likes it or not, cannot sell its social conscience to the highest corporate bidder. It must build new institutions of democratic planning which can make the uneconomic, commercially wasteful, and humane decisions about education and urban living which this society so desperately needs."[9] How about that for concern?

It would appear that as an object of increasing outside pressures, the university has little chance to retain its identity and its capacity to manage its own affairs. Perkins of Cornell says bluntly, "The fact is that the university, which was conceived and has long been thought of as a self-sufficient community of scholars, now finds self-sufficiency a nostalgic dream."[10]

This leads us to questions concerning university autonomy and goals and a fine flock of related anxieties. What are the roles of the president, faculty, trustee, student, and everyone else who has a piece of the action, or thinks he has?

If the purpose of the university is, as Perkins says, the acquisition, transmission and application of knowledge, what should be the ratio of one to the other? It is charged that American universities have not faced the options clearly and made defensible choices, but have blundered along in the paths of least resistance, accumulating research programs, encouraging publication as the high road for professional success, and giving the students whatever is left over of personnel, time, and facilities.

Science has become the big, bad bully on the block occupied by scholars, many of whom doubt that science has a monopoly on insight. There may be many forms of intellectual activity, these critics say, but the prestige of science has seduced scholars outside the natural sciences into a fatal preoccupa-

tion with the scientific approach to truth. The religious mystic, the poet, the artist, the musician may also discover truth whether they fit the job specifications for a scholar or not.

The dominance of teaching by research is another concern among the academic public. Good teaching is an end in itself but the rewards of prestige, power, and income go to the published research. Millions come more easily for an electron accelerator than thousands for a secretary for a historian or for personnel to teach freshman English.

The faculty should not only be encouraged to teach but to participate in the major policy decisions of their institutions. As John Kenneth Galbraith notes, "When tasks of vast technical or social complexity must be done, and done well, society turns to university faculties. Only for running the university is it imagined that they are incompetent. For this, men of practical insight must be commanded."[11]

On the other hand, any critic worth his letter-to-the-editor, knows that professors have too much freedom. As the *New York Times* so aptly put it when the Columbia Board of Trustees accepted historian Charles A. Beard's resignation 50 years ago: "Trustees . . . know that if colleges and universities are not to become breeding grounds of radicalism and socialism, it must be recognized that academic freedom has two sides, that freedom to teach is correlative to the freedom to dispense with poisonous teaching."[12] Beard's fitness to teach young Americans in 1917 apparently was brought into question because of his training in German schools and his explanation of the Civil War in terms of economic determinism. You can make your own translation of his problems into contemporary academic albatrosses.

There is general agreement among both the gown and town critics that college presidents are a necessary evil, with varying opinions as whether the accent should be on the word "necessary" or the world "evil." Nason says the three basic requirements for any president are educational leadership, intellectual distinction, and administrative ability. He notes this opinion conflicts somewhat with the fervent belief of certain faculty and students that the proper role of administration is to sweep the sidewalks and police the parking lots. Presidents, like politicians, are supposed to be able to serve God without offending the devil, not to mention the alumni, parents, donors, taxpayers, legislators, and football coaches. Those who have the audacity to criticize presidents usually say they are too liberal or too conservative, too academic or too administrative, that they talk too much or talk too little, drink too much or not enough, are too domineering or fail to exercise leadership. They have a sneaking suspicion that deep down in his heart, the university president passionately believes that education is too important to be left to the educators or the public.

The main job of the president is to communicate, to speak at the right time in the right place to the right public in the right language. The perfect president should be able to patronize patrons, pry dollars out of a dwindling state treasury, write a book, pamper the world's greatest poet, dodge sniper fire from the American Legion, reason with young Marxist revolutionaries, convince the biology department head that the chemistry department needs $5,000 more than he does, lure a new federal grant across the state line, while at the same time instilling hot-blooded teenagers with a sense of morality they failed to develop in 17 years at home. But then how can you expect him to accomplish anything when he spends all his time crowning homecoming queens and flying to Washington?

It is doubtful that any president would amount to a hill of beans if it weren't for the advice and counsel he receives from the students, who sometimes constitute a volatile object of public concern themselves. As a fairly well-known professor by the name of Aristotle once said of the young, "They love too much, hate too much, and the same with everything else." And besides that they ask a lot of embarrassing questions.

Wallace Stegner of Stanford University has observed that to those over 30, the young student often seems to throb, rather than think.[13] No doubt some shocked elders are convinced that this generation goes to sex and drugs with the same enthusiasm that the generation of the 1840's went to the Gold Rush. Stegner notes that although even on West coast campuses the aggressive passivists and devoted activists make up a relatively small portion of the student population, they are highly visible, highly vocal, generally intelligent, and they exert influence both horizontally upon their contemporaries and vertically upon their elders. College history shows that student riots are not a novelty in higher education, but the riots which marked the 19th century college life were more like peasant revolts against tyranny than like the present revolutionary movements.[14] So while colleges were designed to familiarize the young with the best of the past and hopefully to spare them learning everything again by trial and error, they sometimes seem to have the opposite effect.

Even the *Wall Street Journal*, not known for any hastily conceived editorial positions noted as recently as November 8, 1967 that: ". . . although a certain degree of rebellious independence has been characteristic of students through the ages, only lately does the in loco parentis posture of the university seem to have changed markedly. When parents of today's undergraduates were students themselves, few of them would have thought of trying to modify the curriculum or of sitting in judgment on faculty performance.

"Today, in contrast, many universities yielding to undergraduate pressures have cooperated in setting up student curriculum committees and systems for student evaluation of courses and teachers. There are other new freedoms, academic and social; the freedom to engage in protest activities, to invite to the campus controversial speakers, to entertain members of the opposite sex in students' rooms, and so on.

"In some instances these increased freedoms have been exercised with what can only be described as an arrogance quite out of keeping with the sort of intellectual community a university is supposed to represent. It is not uncommon for an invited speaker—Vice President Humphrey, to name one at random—to find part of his student audience walking out on him (in 'protest' against the Administration's policies in Vietnam) without having the courtesy or intellectual curiosity to hear what he may have to say.

"That kind of behavior has moved the American Association of University Professors, which hardly can be called a reactionary group, to complain that it is 'destructive of the pursuit of learning and of a free society. All components of the academic community are under a strong obligation to protect its processes from these tactics.' "

On the other hand, students complain that the cause of disorder lies not with them but with the decision-makers in the university administration. The past president of student government at the University of North Carolina testified at a recent meeting in Washington, which I attended, of the American Council on Education that, in his words, "our institutions have lost any real sense of educational purpose."[15] Robert Powell also told the gathering of university leaders that "the American student feels that, if any coherent philosophy is to be forthcoming, it will have to be developed within his own ranks." Steven V. Roberts reported in the New York Times on August 20 on the meeting in College Park, Maryland, of the National Student Association. Roberts quoted a vice president of N.S.A. as saying, "Universities repress your feelings and your impulses."

Student unrest had led to demands for representation on faculty committees, a voice in changing the curriculum and hiring teachers. The delegates were told by Jacqueline Grennan, president of Webster College, "The university forces you to be adolescent. We have to break up the 'total community of learning' that is a heritage of monasticism."

There is substantial agreement among students, faculty and administrators that the nature of the learning process requires that students be treated as persons and not as numbers. Some question whether the university has reached the point where, like the dinosaur, its own unwieldy size dooms it to destruction. A common student criticism concerns the alleged neglect of undergraduate students by professors seeking professional prestige and intellectual appreciation. Of the 4,000 professors surveyed last year by the American Council on Education, more than half indicated that they spend more time with the graduate students than with undergraduates.[16] The dedicated scholar often finds himself wondering just why he should devote his talents to teaching Medieval history or Paleozoic geology to youngsters destined to be personnel managers and housewives. Also in many academic circles the professor who teaches only undergraduates is often an object of raised professional eyebrows. Meanwhile, undergraduates continue to complain of large lectures, absentee professors, and instruction by teaching assistants.

One problem in higher education that has aroused faint concern but should become the subject of intense action is this country's academic weakness in international studies and its dearth of ties with foreign schools and educators. Last year in announcing a series of grants for international studies, the Ford Foundation warned that only five American Ph.D.'s relating to the Chinese language had been produced in this country in the past 10 years. In the International Education Act of 1966 the national government for the first time made a long-range commitment to support the international dimensions of our colleges and universities as educational institutions.[17] The act, which is still weak in financing, calls for graduate centers at our universities to serve as critical national resources for research and professional training of scholars and other personnel in world affairs; undergraduate instruction grants for programs at that level; special training institutes at colleges and universities for high school teachers; and language centers. The President also has proposed creation of a corps of education officers to serve in embassies abroad, encouragement of school-to-school partnerships administered by the Peace Corps, enlargement of U.S. aid programs in education, and an increased flow of books and other educational materials between nations.

WE MUST FIND ANSWERS

When, in the terms of modern communication, the earth is smaller than a Medieval village, we must find some way to step up the spiritual power of human conscience to match the physical power of our technology. At a time when most of the youngsters of the world will go to bed hungry, when there are more people who can't read and figure than ever before in human history, it would appear that educators as well as politicians should make every effort to apply the forces of science and technology with greater regard for long-range human goals, as distinct from short-run material goals.

It might help us to see the place of the United States in relation to the other areas of the world if we imagine that all the world's population could be reduced proportionately into a theoretical town of 1,000 people. In this small town, there would be 60 Americans, with the remainder of the world represented by 940 persons. The 60 Americans would have half the income of the entire town with the other 940 citizens dividing the other half of the total income. White people would total 303 with 697 nonwhite. At least 80 townspeople would be practicing Communists and 370 others would be under Communist domination.

The 60 Americans would have an average life expectancy of 70 years; the other 940 less than 40 years on the average. Since most of the 940 non-Americans would be hungry most of the time, there would be considerable resentment toward the 60 Americans who would appear to be enormously rich and fed to the point of sheer disbelief by the majority of townspeople. The Americans also would have a disproportionate share of electric power, fuel, steel, and general equipment.

That is the picture that we face as a nation and as leaders of the educational institutions which could help relieve the ignorance, suffering, and frustration of the people on the other side of the tracks. I strongly believe that we in the West and especially the Southwest could make a great contribution to the advancement of international studies and academic exchanges.

Whatever one may say about the problems of this age, it is quite obvious we live in a period of rapid change which defies all attempts to avoid the unexpected. And speaking of the unexpected I am reminded of an old farmer over on the east side of our state whose wife was always pestering him to replace his ancient and tattered working clothes. They had done well on their farm and even put a little money aside, and she just didn't see why John should run around in the same khaki shirt and

levis he had worn when he was only a hired hand. It was plain embarrassing. One day John drove to town to sell some vegetables and found himself with a few more dollars than he had expected to make from the deal; so, remembering his wife's nagging, he went into the department store and bought himself a whole new suit of clothing. Leaving the bundle of new clothes under the seat of his old pickup truck he went off to do a few more errands and have a beer with the boys at the pool hall. Later as he was driving home, he was feeling pretty good and got to thinking about the new clothes, so he said to himself, "Why don't I give the old lady a surprise?" He pulled off the road behind some trees along the Pecos river. Climbing out of the truck, he took off the old clothes that he was wearing and threw them into the river—the smelly shirt, greasy trousers, ragged underwear, and all. He watched them drift downstream and vanish from sight and then reached for the bundle. It was gone; sure as shootin' some dang thief had stolen it. Old John looked down the river, looked at himself, and then climbed back into the truck. Shrugging his shoulders, he smiled slyly, "By heck, we'll still give the old lady a surprise!"

I have attempted in my remarks to you to supply neither surprises nor answers, only to raise questions. I hope that my role as devil's advocate has pointed up the need for improved communications between educators and the public and even among educators themselves. I am sure educators don't need an outsider to tell them that the proliferation of knowledge has reached the point where scholars who claim the same field of study have difficulty talking intelligibly to one another. This may be part of the confusion over goals and purposes. Combined with this is the problem of intense public attention that many universities are finding to be both a blessing a curse. There is substantial evidence that most institutions have failed to communicate successfully to the public either their financial needs or their central academic purpose. That is why today's college president must be sophisticated in the uses of public relations as well as the mechanics of higher education.

Public concerns about higher education are more important than ever before because educational attainment has become the basis for success in this age. It has become the foundation of a new social class in America. What Galbraith in his new book, *The New Industrial State,* calls the "the technostructure" is characterized not by the ownership of property but by education and training. The new industrial state has developed a voracious appetite for highly trained individuals and a major dependency on the institutions which produce them, so that corporate power now rests not in ownership but in expertise.[18] It has even been said that educators and scientists stand in relation to the industrial system much as did the banking and financial community to the earlier stages of industrial development. For the politician, the slogan "every qualified student should go to college" is the contemporary version of the previous generation's promised "chicken in every pot."

Faced with the diverse concerns of a diverse public which demands that "something be done now" about federal pressures, the emphasis on specialized education, military contracts, the social-industrial complex, administrative power, faculty power, student power and flower power, decline in private schools, social action and international inaction, educators and educational administrators will encounter a growing temptation to try to be all things to all people.

In their search for solutions to the problems of administration, they may feel somewhat like the alumnus who returned a few years after graduation to visit his alma mater and talk to his former professors. Shown a list of current examination questions by his old economics professor, the ex-student exclaimed: "But these are exactly the same questions you used to ask me." "Yes," agreed the professor, "we ask the same questions every year." "But, don't you know that the students hand along the questions from one year to another?" "Of course," the professor smiled, "but in economics we keep changing the answers."

I would like to thank you again for the pleasure and honor of serving as your speaker. We are all grateful for the tremendous contribution that WICHE and all its members are making to the advancement of higher education in the West. This legislative workshop is another example of a meaningful and dynamic approach to the developing of communications which will help our western colleges and universities meet the demands of this age of intellectual, political, and social revolution.

WICHE

Comments on Governor Campbell's Paper

WILLIAM C. RODEN
State Senator, Idaho

The concern of the public toward the role of government, both state and federal, and of the corporate enterprises of our country is a real and legitimate one.

The grantsmanship game may pose a very definite threat to the classical role of our state university. There are academic weaknesses in selected fields, such as in international affairs, as Governor Campbell pointed out, and perhaps in public administration, as Governor Smylie pointed out this afternoon.

It is apparent to each of us who thinks about the areas of service and need for which our society is demanding solu tions. But it does seem to me, as a legislator who has been interested in the field of education as a major public function, that the thread that runs through Governor Campbell's address, and which has seemed to appear in each of the addresses of each of the speakers today, is a very basic one.

Education in all of its aspects is perhaps the major subject of discussion in the legislative chambers of each of our states. Public education spends, in most western states, better than 50 percent of the state's tax revenues for education. In the state of Idaho the percentage of our state general fund budget runs approximately 67 percent for education.

Where Is Education Going?

Education is a prime concern to the public. The vocal expression of this public concern as to where education is going is less well articulated when directed toward our system of higher education than at any other segment of the educational process. The scrutiny to which our elementary and secondary schools have been subjected seems to have been related, to a large extent, I think, by the ivory towers of higher education.

The reasons for this, however, at least in part, are not hard to find. With the emergence of the knowledge industry, if you will permit me to call it that, the major question asked of our secondary education system is whether or not the education acquired there will enable our children to go to college. Attendance at college, the attainment of a degree, is thought of as an end in itself. It satisfies many of our private needs—social prestige, exciting experience, the possibility of a career status, and consequent material status in our later years.

To those in our public who challenge the increased cost of education, who question the merit of our educational expenditures, the usual answer I have heard from educators, not only (and if the ones who are here will forgive me) in my state but also in others, is that if you want to get quality education, you must spend more money. I don't disagree with this. The mere term "quality" is usually sufficient to silence those of us who perhaps do not know the proper questions to ask to find out what the term "quality" really means in terms of higher education.

I am convinced that the public wants to pay for a quality education if it knows what the term means, if the educators will tell us their goals, if they will establish the policies and communicate, as Governor Campbell said, with the public which they serve. This is not basically the task of state legislators. Basic definitions of quality and basic determinations of educational policy are the function of educators and educational administrators. The public is concerned as to whether or not educators and administrators know where education is going, and the public looks to the educators to provide the policy leadership to take them there.

The mandates given to our universities are from the people, the public, to look after our ideals and the true functions of an educational system. No matter how many obstacles the public may put in its way, whether it be grantsmanship, whether it be size, or whether it be demands for nonacademic ascendancy over the academic values, the public wants the security of knowing where our educators are going.

Public Concerns

The public is concerned over the respective roles of the federal and state government in our universities. The public is concerned about the conflict between teaching and research. The public is concerned about the respective roles of the sciences and the humanities in the educational process. And the public is concerned about proliferation and duplication of fields of study and of institutions which make ever and ever greater demands upon our state budget, and as the governor pointed out, the temptation to be all things to all people is a strong one and will not diminish in the future. But the satisfaction of these concerns and the solutions to them will, to a large extent, be found when the educators define the term "quality," establish the policy to attain it, and not be weaker than the public who has entrusted educators with the task of maintaining and building our educational values.

JOHN G. MACKIE
State Representative, Colorado

Another Public to Consider

I want to give to you a concern from a public which isn't represented here. The person who is on the street, the delinquent, the field worker. We haven't attracted a single person tonight away from the television set or out of the beer joint down the street. There isn't a person here who comes out of a beet shack because he worked all day in the sugar factory. We represent those people and yet we really don't hear too much from them.

They, too, have concerns for education. Many of the things we have been told tonight are demands that the public is making of us in the field of education —demands that this boy be taken off the street, that he be trained; that she does not become a prostitute but a nurse; that the people be given a job; that the government furnish them with security; and that we organize metropolitan governments and urban societies to give these people a life like they never could know before. As Governor Love said yesterday, there are certain demands being made of education by government. We need the help.

Ballots, Budgets, and Book Burning

These are public demands. Education hasn't sold its wares too well to the public that I was speaking of. I would use the title that I have used before in another type of address and say that we could probably classify the concerns of the public in three areas—ballots, budgets, and book burning.

When you make education a big part of the public sector, you make out of every taxpayer in the State of Colorado and every other state in the West, a graduate, an alumnus, and a critic as to education. His first concern is how will his voice be heard.

We are in a strange era in our country today when we talk about ballots because government itself is going toward nonelective officials. We have been going through a process of doing away with the long ballot. We have been making appointed officials out of formerly elected officials. And there is a great concern in the land as to whether or not the local boards of education should be replaced by the professional educator. We will find a test in Colorado, I think, very shortly because we are now considering a single board for our two universities and our school of mines. The general opinion of the legislators seems to be—"Let's have this Board of Regents an appointed board, not an elected board."

I don't think the public is going to buy this. They feel that they must have a voice somewhere in their educational system, and they feel they are not getting this voice now. So they are concerned, and their only place of exerting that concern is through the ballot. Somewhere these people want to continue this voice. Boards of education are using advisory committees. Boards of regents are using alumni associations. Various other kinds of educational bodies are using various other ways to tap the concern of the public. This is a good thing and should really be continued.

Secondly, the matter of budget—what is the cost of education? As the senator from Idaho already pointed out to you, people are concerned about the cost of education and whether or not the money is being well spent. This is very true. Throughout the country, and particularly here in Colorado, there is a growing awareness about the expenditures in all levels of education. In my own county in Boulder, in school district RE2 they are going to have an election tomorrow on the budget for the primary and secondary schools which was rejected by our tax commission. They are referring this budget to the people. It will be most interesting to see the reaction to the increase in the cost of the primary and secondary education. I predict from what I hear that they will turn the budget down. Whether or not they went to a red school house and went to an outdoor toilet or anything else is unimportant; they are concerned now that there are too many frills in education. You and I who are part of education, you and I who have worked with education, you people who administer the institutions, we legislators who appropriate the money, don't really feel that there are too many frills. In areas like vocational education, we can't even give you the basic tools to work with. But the public, the taxpaying public is concerned, and educators must sell to the public the need for the things that are now involved in education.

Another concern is that college professors are making too much money. This is a concern of people, believe it or not. They don't worry if they are drawing $5 or $6 an hour for fixing my lights or my toilet or fixing some other thing in my house. They just say, "Those college professors are drawing too much money." You haven't sold it to them yet.

Finally the area of book burning. We know of book burning when the Nazis took over in Germany. We know of philosophies that attempt to keep knowledge from people by destroying a tangible thing like a book. The public is concerned. Maybe they don't call it book burning, but they are talking about what is being taught. What are our children learning? What is being given to them at these institutions? It ties in in the mind of the guy in the field and on the street with the failure of colleges and universities to properly discipline their students. Believe it or not, when they read about the hippies in newspapers, they think they are not being taught the right thing. Somewhere or other we have failed to get the message through that this is a minority group talking, but the public is concerned.

How can we change this posture? One of the ways it is being done here in Colorado, is that our universities are sending people out to talk in small communities, rural villages, and so forth on what the university can do to serve. Colorado State University has done this for years. The University of Colorado has

a new department of industrial relations which goes to a small business on Main Street or to a small factory and says, "What can the university do for you?" This is offsetting some of the bad feelings which the people have about university campuses. But it is still a concern, and let's not be complacent.

And, finally, if any one thing, in my estimation, is doing damage to the teaching profession, it is the attempt of teachers to go on strike. Because if your are a professional person, regardless of what profession your are in, you supposedly sell yourself as an individual. I certainly don't think that lawyers should go on strike, and Lord knows we need a raise in pay in some areas. I don't think a doctor should go on strike, and I don't think a teacher should go on strike. Collective bargaining, some way of negotiating, is another area. But when teachers themselves go on strike, people relate this to education, and they say, "How can teachers tell us that they are professionals and entitled to handle our children more hours of the day than we do and still ask for the right to go on strike?"

Yes, these are public concerns I give to you. I have gotten them from people on the street, so to speak. I enjoy sitting down at meetings like this and talking to people like you, but I also enjoy talking to the people out there, and they have some concerns which haven't been satisfied yet. None of them will have all of their concerns satisfied and some will think there is nothing they can do about it.

Public concern can be led. And persons concerned with the betterment of education can help take this public concern and mold it on a good course of action for education. This is an important charge and it is one that I give to you not lightly. I have been fighting the political battle for 14 years, and I still haven't figured the people out, but never a day goes by I don't keep working at it. So this is what I would say to education as to public concern, you have still got to sell your needs to the man on the street.

WICHE

ARTHUR B. SCHELLENBERG
Member, State Board of Regents
Member, State Junior College Board, Arizona

Governor Campbell observed that higher education is increasing in public significance and in power. There is no doubt that society has turned to the universities and their faculty members for more and more answers to its problems. The resources of a modern university are devoted almost as much to research in public service as to the education of students. However, if we decided this year that our universities would slough off the service functions and the utilitarian project research they now perform and would devote themselves entirely to just educating students, I am sure that business, agriculture, the professions, and governmental agencies, including state legislatures, would raise such a hue and cry that society would not permit us to do so. Therefore, our universities must accept the trinity of education, research, and public service as a fact of modern life.

University Organizational Structure Changes Are Indicated

If any changes in the modern university are indicated, and I believe that some are, they involve organizational structure for performing the three major functions and not the elimination of any of the functions. Governor Campbell referred to the concern over the effect of increasing research and service activity upon the teaching function. He said that it is charged that we are giving students only "whatever is left over of personnel, time, and facilities after the other two functions have been met."

There is some validity in the charge. An erroneous assumption has slipped into our thinking and that is that a good research man is automatically a good teacher. We are trying to make faculty members into jacks of all trades. They must do research, write, serve as consultants to industry and government, and teach as well. Original thinkers, researchers and writers, in fact, are often poor teachers. Generally composers are notoriously poor performing musicians. And authors, as a rule, give poor book reviews of their own books.

Our universities must slowly but surely separate the personnel, and in some cases the physical facilities, by function. The average student benefits very little directly from the presence on his campus of an eminent scientific specialist doing research primarily. Such a man brings prestige and research dollars to the university, but he does not very often contribute much to the undergraduate student's education. If we were to structure the university into the three functional divisions, separating almost entirely the

teaching from the research, from the public service, many benefits could accrue.

Fiscal and budgetary separation of the three functions could encourage industry and state legislatures to assist financially in a more realistic manner. Today the average legislator assumes that a university's entire budget is spent in educating students. They divide the total budget by the number of students to obtain a so-called cost per student. There is a tendency to ignore the cost of public services to the state's economy and to local, state, and federal government.

Business As Contributing Partner

Business should be a contributing partner to separate research and public service divisions of the university. The organizational separation of the function would not preclude the use of resources of the nonteaching division by graduate students and teaching professors. Such a separation could restore stature to the teaching function and improve the ambient atmosphere of the teaching campus. Such a revised organizational structure perhaps would dispel the confusion over goals and purposes mentioned by Governor Campbell.

Two Alternatives

The time is here for realistic action for all who are associated with higher education in view of the inevitable adverse financial climate ahead of us in the immediate future. We have but two alternatives—reverse or materially reduce the trend toward universal post-high school education or increase productivity of our institutions of higher education. I prefer the latter course of action so far as I believe it possible.

In the light of the needs of 200 million people, half of whom are 25 years old or younger, the Vietnam War, our foreign commitments, the efforts and desire to improve the circumstances of all Americans through such as the war against poverty, more education, research and development, and now the serious threat to the stability of the dollar, there is a growing attitude, new to the American people, that the nation cannot afford to do all of the things it wants to do at one time. This is the climate in which we must live for a few years. I believe that institutions of higher education must be realistic and reduce the per capita cost of education.

Over 70 percent of the average university's expenditure is in teaching salaries. And, therefore, we must seek ways of obtaining more productivity per faculty member. The techniques and equipment are now available to bring this about, and we must make use of them in developing self learning on the part of the student. There can be a reduction in the time devoted by faculty in teaching facts. Students can be taught where and how to obtain the facts on their own, and faculty members can devote a reduced amount of time per student to teaching him how to evaluate and use those facts.

I have described a radical change in the function of faculty which will not be easy to come by, for it will involve an attitude change on the part of every last faculty member. But what realistic alternative do we have? We are in the same position as the old man who, when asked the question "How does it feel to be alive at 90 years of age?" replied "Great, considering the alternative."

Footnotes for Governor Campbell's talk.

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[14]Christopher Jencks, and David Riesman, "The War Between the Generations," *The Record*, Columbia Teachers College, October, 1967.
[15]Robert S. Powell, Jr., President of Student Government, 1966-67, University of North Carolina at Chapel Hill, American Council on Education, (Comments) October 13, 1967.
[16]Andrew Hasker, "Who Wants to Teach Undergraduates?" *Saturday Review*, December 17, 1966.
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Section 5

THE DEVELOPMENT OF COMMUNITY COLLEGES: TRENDS, ISSUES, PROBLEMS

James L. Wattenbarger*

"Distance lends enchantment," or "A prophet is without honor in his own country." These old saws may, in some way, provide a basis for my remarks today. Although we in the East work very hard to develop sound programs of education, our goals often seem to be established by what we think you in the West are doing. The California Master Plan is cited by many persons who may not have read it and often do not understand it as the epitomy of great educational planning. It certainly is an excellent example of such planning! The Washington law or the Idaho law, or the operational procedure of a board in New Mexico may be viewed by easterners as the final word in developing quality education.

Thus I come to speak to you today from a far corner of the country, distant enough to make me an expert, and also far enough away to lend an atmosphere of "enchantment." Please be assured, however, that my honest attempt will be to present as realistic a summary as I possibly can of the trends, issues, and problems which are found in the development of community junior colleges without regard to location.

RAPID DEVELOPMENT

No level of education has grown more rapidly or developed greater "grass-roots" support than the community junior colleges. More than 700 institutions fall into this category, with approximately 50 new ones now being created each year. Almost every state in the United States either has a law authorizing community junior colleges or is in the process of developing such a law. The Council of State Directors of Two-Year Colleges, which was established just three years ago, now has representatives from more than 40 states.

A few states have assumed leadership in this development, and the others are moving rapidly in this direction. In California one in every 30 persons is enrolled as a student in a junior college; in Florida, one in every 60 is enrolled; and in New York, one in every 115 persons is enrolled. These three states account for almost half of the total junior college enrollment and have either completed or are in the final stages of completing a master plan for community junior colleges.

I am sure that you are most familiar with the long history and recognized leadership of California in this level of education. You may not know, however, that Florida is now the first state to complete its master plan for community junior college development. Twenty-eight community junior colleges serve the entire state, providing a community junior college within commuting distance of 99.6 percent of the state's population. Their enrollment this fall reached almost 100,000 students.

Literally, the face of higher education in Florida has been changed. Our newest universities now begin at the junior level, and our older universities have limited severely their freshman classes. About 70 percent (80 percent in some areas of the state) of the Florida freshmen are enrolled in junior colleges, and the universities are free to carry on graduate work and research functions to an extent which otherwise would be impossible.

In the process of developing these 28 new community junior colleges, Florida has demonstrated some principles and procedures which will, I believe, be of specific value to the other states. Now is the time to emphasize, however, a principle which appears to be basic to community junior college development: *The historical development of post-high-school education in a particular state is likely to be the most important factor in determining the best way to organize, finance, and operate a community junior college system.* Experience continually indicates that transplanted organizations do not develop well unless they are firmly rooted in the state's own ways of operating. This principle may account for the fact that there is wide diversity in the community junior college organization, financial support structure, and operational control among the 50 states. In reality there are no two exactly alike.

TRENDS

There are several trends, however, developing around the entire country which may be noted:

1. There will be more community junior colleges established in the various states. These institutions will serve larger geographical areas than was previously the case in most instances. They will become multi-campus institutions in the urban areas (and perhaps in some

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rural areas also). Their service area responsibilities will cross county lines and in a few instances state lines.

2. There is a trend toward more state and federal financial support for community junior colleges and conversely less local support. Historically, in most states community junior colleges have been originally established with total local support. But, sources of tax support have been changing, so has the support of public education. More and more funds now come from state and federal sources. There are in reality two major reasons for this: (a) the limitations of local *ad valorem* taxes, and (b) the recognition that the community junior college program is a part of the total higher education system of the state.

3. The trend toward more emphasis upon occupational education at this level is seen in almost every state. Many states which formerly supported only a limited academic program in their community junior colleges have more recently taken specific steps to provide support for vocational-technical and continuing education. Some states found that competitive institutions have been established to do this job and have taken steps to combine them into a single comprehensive institution. Other states have added functions to existing institutions. Federal funds have been used more broadly and over-all statewide planning has improved.

". . . the state colleges in our area are articulating very closely in the area of occupational programs . . . we do have good liaison."
DR. MOORE—CALIFORNIA

4. There is evidence nationwide of more concern for faculty development. Some of this concern has resulted from duress created by disagreeable situations which resulted in walkouts, strikes, or resignations. On the other hand, this concern also has been sparked by emerging leadership programs for faculty improvement. Specific action has been expressed through improved salaries, increased opportunity for insurance, and other related programs, faculty in-service development, and the strengthened recruitment and retention programs. These improvements have indicated the serious concern which may be found in many legislatures as well as the operating boards.

5. There is a great amount of developing emphasis placed upon statewide coordination. Probably no single trend in community junior college development can be more controversial than this one. Historically, the community junior colleges have developed as locally supported, locally controlled, and locally oriented institutions. As a matter of fact, the entire structure of American higher education has been based upon the integrity and the independence of the individual college or university. The community junior colleges not only were no exception to this principle, but actually gave it more emphasis because of their basic financial support structure.

There have been, of course, a few states which long ago organized junior colleges as parts of a university system. These have been few and have not as yet demonstrated any particularly noteworthy success. There are a variety of organizations and structures for administering this level of education. In spite of the variety, however, the trend toward statewide coordination currently is found in almost every state. Therefore, I would like to spend the rest of my time discussing what is, in my opinion, the most important recent trend in community junior college development.

As one looks at the growth of higher education around the nation, he will note that the rather strongly independent local orientation which nurtured most of the early junior college development is no longer *the* major characteristic of community junior colleges. There have been changes operating in the newer developments of these institutions and even some changes in the older ones, too. Several states very recently have established junior colleges which are completely state supported and state controlled.

". . . industry is saying that we need the engineer with the practical approach as well as the one with the research mind. So those of you in colleges and universities ought to be willing to help the vocational programs enhance their image with the post-high-school-bound student."
SENATOR DEAN—UTAH

In states which in the past have demonstrated a strong belief in local orientation and institutional autonomy recently there has been a trend toward increased statewide coordination and an attendant increase in state level responsibility. Several states have effected rather drastic changes within the past six months—changes which undoubtedly will affect directly the autonomy of individual institutions. California, Washington, and Colorado are three of these states.

REASONS FOR INCREASING STATEWIDE COORDINATION

There are a number of factors which would explain this trend toward increasing emphasis upon statewide coordination. Historically, the state has been the basic governmental unit responsible for education, and local district boards have derived their responsibilities from delegated powers given to them by the state government. Recent increases in the concern, interest, and support for education by the federal government have emphasized the state's role. The requirement that so-called state plans be submitted and approved before federal funds are released has given impetus to this state function. The concern of state legislators themselves for warranted use of limited state resources (especially money) has caused them to establish state boards in states which previously had given little or no consideration to statewide coordination. The recognition of the need for long-range as well as short-range planning has motivated existing boards to give more attention to coordination. Changes in sources of tax revenue also have contributed in large measure to this attitude.

AREAS OF RESPONSIBILITY

It appears that there are a number of areas of responsibility which require attention in state *vis a vis* local relationships. These may be summarized into six major groupings: (1) those responsibilities related to over-all state planning; (2) those responsibilities related to organizational structure and staff services; (3) those responsibilities related to policy-making and institutional management; (4) those responsibilities related to faculty and staff needs; (5) those responsibilities related to cur-

riculum matters; and (6) those responsibilities related to relationships with other organizations and agencies.

GUIDING PRINCIPLES OF OPERATION

Basic to the entire structure are two guiding principles of operation:

1. Coordination is the basic responsibility of a state-level board and should be expressed through leadership, not control.

2. When there is responsibility, there must be concomitant authority.

Keeping these two principles in mind, let's examine the six areas.

A major responsibility of a state coordinating agency or a state control board is centered around over-all state planning. Obviously, this is an activity which cannot be carried on by local persons or by individual colleges. There are numerous specific activities, however, which are directly related to over-all state planning. These activities require clear understandings regarding relative responsibilities which are assumed by the state-level agency and which may be carried out by the individual institution. Among these is the desirability that the state board act as the sole agency which collects and releases statistical information. One of the first things we found in Florida as we began to develop new institutions 10 or 12 years ago was that there were a large number of agencies collecting statistical information regarding enrollments, student costs, and similar very important data. We very quickly found that if individual colleges answered these questionnaires or provided information directly to an agency, not only was the information provided by one college inconsistent with those answers provided by other institutions, but such data also was often in error as the result of a clerical mistake and/or a variant interpretation of the questions. This difficulty becomes particularly pertinent when one is dealing with a legislative committee and finds that information he has given is being challenged because different information has been provided from another source. Therefore, it becomes incumbent upon the state coordinating agency to assume responsibility for collecting information of this nature and to distribute it to agencies both inside and outside the state.

Another major responsibility in the area of statewide planning is related to the establishment and development of new institutions. These decisions are, of course, of great interest and concern to those institutions which already are in existence. In these days when every local chamber of commerce is convinced that an institution of higher education is essential to the health and well being of every hamlet, village, town, and city, it is of greater than usual importance to make certain that there exists adequate planning for new institutions based upon fact rather than excitement. The state board must assume this responsibility. This activity requires skill, scholarship, and political aplomb. It cannot be carried out successfully without a master plan of development for the state which considers all elements of post-high-school education. Some of these elements most likely will be outside the particular responsibilities of any one board and, therefore, may very well also require interboard or superboard action.

"The community colleges must accept vocational-technical education as a prime responsibility. Statewide coordination is essential . . . the western states should ask WICHE to develop a program that would prevent unnecessary duplication of costly technical schools . . . and develop interstate transfer agreements to insure maximum use of the facilities . . . I say let's give these students a chance."

SENATOR BARRETT
—WYOMING

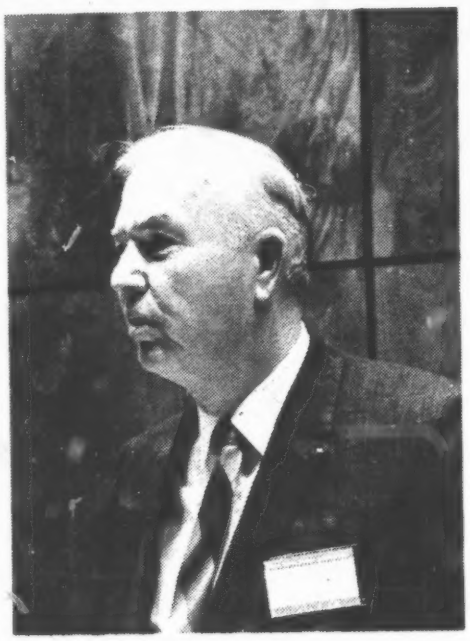
A third area which has not received as much attention, but which undoubtedly will receive more as we progress, is the need for the state board to give attention to the over-all planning for the scope of responsibilities each institution will assume. While the problems are not as difficult to solve relative to the community junior colleges as they may be in reference to senior institutions whose graduate programs often develop very narrow and sometimes very expensive specializations, similar problems, however, do become very important for community junior colleges as new and widely varied occupational areas begin to grow.

The concern for the increasing costs of education and for expenditures of tax resources will cause many groups to examine institutional budgets and to become critical of indefensible duplications of educational effort. The need for specialists even in the highly skilled technologies has a limitation, and to go beyond it is to educate more workers than there are vacancies. A carefully developed set of guidelines for decision-making must be developed as well as an accepted method for making equitable decisions. Grants of funds unfortunately may become a major impetus for decision-making. These guidelines should be used to determine which institutions will not be permitted to expand into specified programs.

These few examples serve to illustrate some of the responsibilities related to over-all state planning. The two guiding principles are particularly pertinent: it is impossible to carry out these responsibilities without authority, but they can be effected most successfully through leadership rather than control.

RELATION OF STATE AGENCY TO JUNIOR COLLEGE

The relationship between the state agency (board or staff) and the local junior college relative to the organizational structure and staff services is another area of responsibilities which requires very careful attention to the first principle as enunciated above. The relationship of individual staff members at the state level to individual staff members at the local level becomes very diffi-



FRANK MOCKLER—MONTANA

cult unless there is continuous recognition of this particular principle.

We have found in Florida several *modus operandi* which have been valuable implements for arriving at concensus as well as understanding. The State Junior College Board very early authorized a Junior College Presidents' Council. The membership of this council is made up of the presidents of all junior colleges, with the board's executive officer serving as the permanent chairman. In this capacity, it is his responsibility to call the meetings, organize the agenda, and preside. It also is his responsibility to report the actions of the council to the State Junior College Board and to request further action for implementation where such may be required. It also may be his responsibility to develop recommendations which differ from the final conclusions of the council. His freedom to make such recommendations is essential in order to prevent any tendency in the council to "logroll" decisions.

In addition to the presidents' council, there is a Council of Academic Affairs which is organized and operated in a similar manner, with the director of academic affairs on the state staff serving as permanent chairman of that council. The Council of Academic Affairs recommends action within its areas of concern to the presidents' council, which in turn may pass recommendations on to the State Junior College Board for implementation. Here again, the chairman must be prepared to make an independent report when deemed necessary.

A third area where the organizational structure at the state level is particularly important is in the area of student activities. In this instance, an extra-legal organization such as the Florida Junior College Conference may be needed. Leadership for this conference should be provided by a state-level staff member. However, in Florida, this person serves as executive secretary of the conference and works with the conference board of directors by following through in the implementation of their policies. This Florida conference, incidentally, includes all student activities and is not solely an athletic conference, although athletics do take up the major portion of the time of the board of directors.

Here again, as in the other councils, decision-making is placed in the hands of the representatives from the colleges, with the state staff serving as expeditor, chairman, and in a leadership rather than a control role. Authority to implement comes from the group itself in some matters, from the board in other matters, and from the law in only a very few matters. In all instances, however, agreement and concensus is to be most highly desired, and the activities of the state-level staff must be directed toward that end.

In considering those responsibilities related to policy-making and institutional management, a state board and its staff must walk a very critical path. There undoubtedly will be a tendency for a state board to "take care of" matters which come to its attention directly. Such matters may involve the admission of a student at one of the institutions; or it may involve criticism of a faculty member at another institution; or it may involve athletic policies at a third institution. These matters become particularly important when members of the state board disagree with the action taken by a local board operating a community junior college. It is essential that the state board recognize its limitations of responsibility through limiting its policy statements to those which affect all institutions rather than attempting to develop rules and regulations for the operation of a single institution. The state board actually cannot develop policy for a single institution without becoming an operating board for that institution.

Undoubtedly, instances of difficulties affecting a single institution will cause the board to give attention to policies which will affect all institutions. Even when the problem appears to be localized and seems to affect only a single institution, policy statements must be carefully scrutinized in terms of the effect upon other institutions.

It is no more the function of the staff of the state board to interfere with internal operations of an individual institution than it is of the state board members themselves. Therefore, the staff must watch its approach to working with individual institutions also.

Here again, the attitude of the state board's staff is of prime importance. If the approach is one of leadership rather than control, comity will be maintained. However, in great measure, the competence of the local staff is the key to determining how far state con-

trol may go. When the local staff does not display sufficient wisdom and ability, the pressure is on the state staff to make decisions it would not otherwise be forced to make. A specific example may be pointed out relating to buildings and campus development. Where the local staff makes good defensible decisions regarding these items of institutional management, there is no need for a great deal of state staff work. On the other hand, if the local college does not carry out its responsibilities, the state staff is forced to make decisions for them.

RESPONSIBILITIES OF STATE BOARD

In those matters relating to faculty and staff needs, the state board may have several important responsibilities. The first of these is to establish and to enforce minimum qualifications for faculty members. In several states, junior college faculty members now are required to become certificated. They may even follow the same type of certification procedures as is used in grades 1 through 12. In other states, certification never has been required at the junior college level. However, the state junior college board must give attention to this problem, even if its final decision is to assign the responsibility to the individual colleges.

In 1957, when the State Junior College Master Plan in Florida was approved, the study council was quite insistent that the appointment of the presidents of the colleges must receive final approval from the state board. In Florida, our presidents are nominated at the local level, but they may not be employed in their jobs until the state has approved them for the position. At first this may seem to infringe upon local decision-making power. However, as one examines the procedure, he will note that it becomes a rather good defense against hasty decisions. It has helped us in Florida to maintain a very high level for potential presidential candidates. It has removed in a number of instances pressures to appoint poorly qualified but politically expedient people for these highly desirable positions. This experience in Florida may well indicate another state responsibility which should be considered—that is to place in the hands of the state board the final responsibility for approval of the employment or dismissal of the chief local administrator.

". . . we are finding in our follow-up study that occupational students, graduates of our community colleges, are frequently those that continue their education in an evening part-time class."

DR. BUFFINGTON
—CALIFORNIA

Traditionally, the matters related to curriculum have been held within the close purview of individual colleges, that is to say, the faculty itself. We have felt very strongly that matters related to curriculum should be determined at this very basic level. However, when catalogs are developed, the actual approval of items in the catalog is carried out by the operating board, and this constitutes the final approval of the curriculum.

When people look at statewide systems of higher education, however, the general public constantly calls to our attention very pertinent questions which we as educators often do not answer satisfactorily. If freshman English is freshman English and should be required of all students who enter our doors, why is it that each individual college has a different name and number for the course? Is it defensible for such a course to carry different numbers and cover different areas of content in different institutions? Why is it not possible for us to establish guidelines which would in great measure determine the basic courses which are to be available at the freshman and sophomore level? While we in the profession shudder in some apprehension at this kind of approach, the average citizen often does not understand our shudder. He also often does not understand why we do not have commonly established grading and testing procedures. It will become essential that we answer these questions satisfactorily, and at the same time develop common approaches among

". . . community colleges still tend to be defensive. Would a clear designation that they are part of higher education help the situation?"

EDNA SCALES—OREGON

the institutions, especially in those areas in which institutional autonomy is not of great import.

THE HEART OF THE MATTER

Thus far, however, I have only touched the surface of curriculum responsibilities; therefore, let me take one deep bore into the heart of the matter. It becomes more and more apparent as colleges develop a variety of occupational programs that all colleges cannot develop all occupational areas. This is the case because of two reasons: (1) cost of certain programs as well as (2) the limited demand for individuals skilled in certain specific occupations. Consideration must be given to statewide needs which must be met, even though the demand in any one area of the state does not result in a great number of vacancies. We must find some way of determining equitable guidelines which will form the basis for agreements between institutions regarding their ability and intent to start new programs, as well as to continue or expand existing ones.

". . . the institutions of higher education in the WICHE region could well afford to give special thought to the staffing needs of community colleges."

DR. SHAY—COLORADO

For example, imagine two junior colleges built within 60 miles of each other. One of these operates a program in dental hygiene which is serving quite adequately the population surrounding that institution. Since the demand for this program is quite high, the college is seriously considering doubling the size of each class, admitting 40 students each year instead of 20, in order to accommodate the increasing pressure for admission. On the other hand, college "B" down the road just 60 miles away wants to start a dental hygiene program. It already has been determined that such a program can be adequately carried out with a basic 20-student enrollment. If, however, the first of these two colleges doubles the size of its present student load, there will be no need for the program "down the road."

Now who or what agency is going to adjudicate this kind of situation? Should college "A" double the student admission, or should college "B" establish a new program? If a state agency is making this decision, and if that agency is truly concerned about service to the students, it is quite probable that the second institution would be authorized to start a new program. On the other hand, if everyone were primarily concerned about operating costs, it might be determined that the first institution could expand at less expense. It will not be an easy problem to settle.

The situation will require not only the authority to enforce the final decision, but more importantly, special qualities of leadership in reaching an equitable and accepted decision.

The state board undoubtedly will be held responsible for the quality of the programs also. This responsibility is one which has been traditionally and reasonably shared with the regional accrediting agencies, but nonetheless requires attention from the state-level staff. The function of leadership on the part of the state board in developing new areas of curriculum also is one which may be recognized as a state function. The responsibility for over-all state planning provides information which is unavailable to individual colleges. This information, when considered in terms of over-all state needs, places a special responsibility upon the state board.

". . . the primary problem that we see as teachers is the level of expectation imposed upon the students by the parents."

REPRESENTATIVE KING —WASHINGTON

The final area is concerned with those responsibilities related to relationships with other agencies and organizations. State boards have been established in most states by legislatures which expected such a board to become their major contact point. This responsibility is inevitable. The state board becomes the place where information is gathered, from which recommendations may be expected, and where a spokesman may be identified. This function is similarly expected by most other agencies.

When the concrete producers want a new occupational program, or when the hospital association wants a new in-service training course, the state board provides an excellent place to begin in the consideration of statewide needs. Staff

and leadership can be provided here which will produce definitive results.

The state board also provides an excellent agency for arriving at agreements regarding articulation between the upper level collegiate programs and the junior colleges. The leadership provided by the staff of the state board can be effective in formulating policy regarding transfer problems and related matters.

Traditionally, higher education in the United States has been centered and developed institution by institution, with little or no contact between them or among them. Some boards want to give their executive officer a high-sounding title in an attempt to overcome being ignored, i.e., chancellor or provost. In general, there is still very little recognition given to this particular office. There may be, therefore, instances when the function of the state board and its executive officer will have to be asserted. This will cause pain upon occasion, but perhaps necessary pain. In reality, the authority to represent a number of institutions must truly be earned rather than granted directly. This certainly is the best and very likely the most effective way.

I have very briefly suggested six major areas of responsibility in which state coordinating boards and local boards must learn to live with each other. The division of responsibility is the important accommodation which must be made if we are to maintain the highly valued essentials of local operation. The attitude of the state board and the competence of its staff are most important, but of equal or even greater importance is the competence of the institutional personnel. The state board need not become involved in making decisions regarding internal institutional matters when the institution itself has operated responsibly and effectively in reaching decisions.

Finally, the modification of the exclusively local orientation of community junior colleges requires that each institution give up some of its own decision-making responsibilities to the state coordinating agency. As difficult as this may seem, it is essential to state coordination which is without question the major trend in current developments of community junior colleges.

WICHE

Comments on Dr. Wattenbarger's Paper

REED L. BUFFINGTON,
Superintendent-President,
Chabot College, Hayward,
California

One cannot help but agree with the essentials of what Dr. Wattenbarger has said, but I should like to address my remarks to that fifth item which he talked about—the trend toward increased statewide coordination—as the major subject of his address. Certainly one cannot help but be impressed by the rapid and the orderly growth of community colleges in Florida and the opportunities for education which this growth represents. I will not quarrel with the leadership of this system and the coordination which has been provided by Dr. Wattenbarger and his staff.

A Different Role for the State

I do, however, wish to pose some positions which argue a different role for the state, granting of course that the state, historically and legally, has the function of education as its proper role. I may appear to be a conservative, even perhaps a reactionary, which I think would be a welcome observation on the part of my colleagues who, in other instances, have taken my positions to be somewhat in the opposite direction. I question the cost, the trend, and the need for increased statewide coordination. We in California are blessed with almost a half million students in our community colleges and these community colleges have grown, admittedly, like Topsy, over the past 50 years to the point where we enroll almost 85 percent of the freshmen and sophomore students enrolled in public higher education in the state of California.

The primary emphasis of our colleges should be on students and the quality of the educational program. However, I do contend that in the long run the emphasis of the coordinating theocracy pushed by the legislature will be on order, efficiency, symmetry, uniformity, and statistics. The two are not necessarily incompatible, but the tendency is for them to become counter forces. The

measures used to determine success or give approbation become ends in themselves. Diversity is a major strength of American public higher education and I wonder if this diversity can survive the statisticians and the computers. I seriously question the effect of state coordination in the long run on the initiative, innovation, and competition within individual institutions, in the face of the subtle but powerful forces for uniformity which a statewide board and its staff provide.

Position two—the genius of the junior college exemplified in California has been the democratization of higher education. Its strength and survival has stemmed from responsiveness to local needs and to change in those communities.

We certainly cannot deny the impetus to growth given by state action in Florida, Illinois, Colorado, and elsewhere. However, the greatest development of junior colleges in the nation has been in California by virtue of local initiative and local control. To be sure, there has been, in California, state support and nominal control although full control is possible in California under existing statutes and authorities. We in California junior colleges are very pleased that the state controlling agencies have not seen fit to exercise the full control which is possible under the statutes.

The argument for the new state board of governors for community colleges in California which comes into existence July 1, 1968, has been more effectiveness with legislators. The whole argument has centered around the need for this board in order that the junior colleges or the community colleges in California can be more effective with legislators. Translated into ordinary language, this means "How do we get more money each year?" I question whether or not the amount of money which will be received by virtue of this state board will be offset by the cost of the board or by the price we will have to pay for increased money.

We have been, in California, struggling with this question for a long time and the common question has been "Who speaks for the junior college?" The people of the many thousands of communities in California speak for the junior colleges, and we have not accomplished anything by having one voice speak to our legislators for the junior colleges. No one has suggested in the whole process of the development of a statewide board for the governance of junior colleges in California that it will result in any improvement in education. I submit to you that this should be the only purpose for such an agency.

Position three—I may be somewhat philosophical. I should like to argue that democratic institutions cannot survive the ever-increasing distance between the citizen and the effect of his voice and his vote. In higher education, only the junior college is totally visible to the citizen. Like the citizen's public secondary and elementary schools, this institution remains as one of the last arenas in which his presence has immediacy and potency. The effect of increased remoteness and size of the system is to put the public's (and I put the emphasis on the possessive) the public's schools in the hands of the profession and out of the hands of the citizen. The further control is from the action, the more it deals with crises and the outward manifestations of achievement or lack of achievement.

I submit to you that New York City is now concerned with a highly controversial proposal made on November 12, 1967, to decentralize the New York City schools into from 30 to 60 autonomous boards. The profession has risen with full armor to argue for the central control and direction of the New York City schools. But there are those who feel that many of its ills and many of its failures have resulted from the emphasis on centralization and the remoteness of the schools from the people. It appears to me that centralization generates further centralization.

Is the Price of Statewide Coordination too High?

In conclusion, I must ask the question "Is the price that must be paid for increased state control and coordination too high?"

We do not know the price nor have we attempted to determine the cost benefit of statewide coordination and control. I lump the two together because I believe in the long run they are inseparable.

What is the value added to education by virtue of this expenditure which I would estimate in California, in a few years, will be at least a million dollars a year for the operation of the board and the bureaucratic structure necessary to function thereunder? We do not know the value added, and I suspect it is going to be a long time before any research is directed toward that question.

It behooves us to inquire if the legislature might not accomplish more by clearly defining goals and purposes in statements of public policy in ways that will guarantee the state's rightful interest, but at the same time protect local initiative and implementation. I have heard a number of voices from the audience and from the platform talking about our institutions setting forth their goals and their aims. I would suggest that it is not the function primarily of the institutions to set forth their goals and their aims but the representatives of the people. Our legislators must determine in statements of public policy what the goals of education at all levels will be in the several states.

I would close, finally, by two quotations which I think are illustrative of my position and my philosophy. First I would quote Paul Goodman, before the National Security Industrial Association in October of 1967, where he says: "In a society that is cluttered, over centralized and over administered, we should aim at simplification, decentralization, and decontrol."

And secondly, the philosophical consideration I would quote from Nevitt Sanford in his most recent book *Where Colleges Fail*: "Instead of good or bad decisions by responsible officials, we now have mediocre decisions by anonymous committees. When vast networks of functions somehow lead to immoral effects, we can find no individual to blame, no one who feels personally responsible for what happened."

LARRY N. KURIYAMA
State Senator, Hawaii

To one who has gone through a rather unique American educational system where the state government supports and operates the public school system from kindergarten to the doctorate degree, the problems and approaches discussed by Dr. Wattenbarger seem a little strange and foreign. Hawaii also operates the newly established community colleges in a rather unique way, but our state very well illustrates two of the major points made by Dr. Wattenbarger: (1) that each state's organization and operation of community colleges is determined by the historical development of post-high-school education, and (2) that it is an example of a system that is truly state coordinated.

Before discussing Hawaii's system of community colleges in connection with these two points, let me say that we did have the benefit of numerous qualified and helpful educators coming to our shores to advise us on establishing our system. Our survey team saw some outstanding community colleges in California and visited Florida's community colleges and was most impressed by its effective and well-organized system. I've been told that Dr. Wattenbarger has one of the best systems in the nation.

All Higher Education in Hawaii is Coordinated

As some of you may already know, public education in Hawaii has always been financed and operated by the state government. We do not have local school districts. An elected state school board is responsible for the public school system that is the ninth largest in the United States with 170,000 students and 6,500 teachers. The state's University of Hawaii with an enrollment of over 17,000 full-time students, administered by a Board of Regents, accounts for 90 percent of all students enrolled in undergraduate education, and 100 percent of all graduate students. With such a public education system, the question before the state legislature in establishing a statewide system of community colleges was "Who should run it . . . the Board of Regents of the University of Hawaii, the State Board of Education, or a new and separate Board for Community Colleges?"

The position of the Higher Education Committee of the House was to have the university responsible for the community colleges, and in the final version of the bill establishing the system of community colleges this position prevailed. Thus all higher education in Hawaii is coordinated. Our statewide coordination is built-in since one board controls public higher education, including community colleges.

This statewide system not only fits well into our historical development, but also manages to be responsive to the local needs of our residents. In our small state and geographic island make-up, the state legislators are just as close if not closer to the grassroots than the city councilmen or county supervisors. The legislators see to it that local needs are communicated to those responsible for operating the colleges and the University of Hawaii.

Answers to Objections

Before going any further, let me attempt to answer some of the criticisms or objections which were made when we decided to let the university operate the community colleges. I'm sure the passage of time would prove that we made a wise decision in this regard.

1. One of the objections against having the university run the community colleges was that community colleges and universities have different missions and that these colleges would become a stepchild of the university and end up as poor imitations of liberal arts colleges. I can report that in our short experience, which may not be conclusive, the mission of the community college has not been ignored. Since the system took over our technical schools, formerly administered by the state's board of education, and converted them into community colleges, the number of occupational programs has increased and enrollment in these programs has also increased by 50 percent in two years. It can be said that instead of developing the community colleges in the image of liberal arts colleges, the university is encouraging the community colleges to take care of the occupational education.

2. Within the faculty of our university and the existing technical schools there were pockets of resistance to the university taking over the community colleges. Some university members objecting to this marriage felt, to put it bluntly, that these colleges were from across the track. I believe today they realize and accept the fact that these community colleges are not extensions of the university itself, but a separate system of colleges with a different mission. In fact some of the faculty members are making themselves available for assignments to the community colleges. The resistance on the part of the technical school teachers was understandable. They were concerned about their status under a new board and administration. However, once the marriage took place, a new spirit to attain excellence and improvement took over, and the majority of them feel that they are in a different league and welcome the challenge.

Statewide Coordination no Problem in Hawaii

Now as to state coordination, you will agree with me that it is not a problem with us. Our system is headed by a university vice-president for community colleges, who reports to the university president. We have five provosts, one for each one of the five community colleges, who report to the vice-president for community colleges. This rather direct line of communication and clear responsibility eliminates the need for any state coordinating agency. I would not contend, however, that our system is foolproof or the trend Dr. Wattenbarger speaks of would come anywhere near our centralized system. Each state will have its own peculiar organization, and what is of primary importance is

that the goals and objectives of higher education of that state be most effectively and efficiently served.

In closing my comments, let me extend Dr. Wattenbarger's point on the need for coordination a little further. Perhaps the term *community* in reference to these two-year institutions is appropriate from the standpoint of advancing the concept of community supported colleges and of meeting its post-high-school educational needs. But from the standpoint of programs for the youngsters, it is unfortunate in that this term may lend itself to a highly localized orientation. True, the community colleges should pay attention to local needs (just as Hawaii's should develop training programs in tourism), but these institutions must remember that good education and training can be applied wherever opportunities exist.

I expect the youngsters of my state to seek opportunities and employment not only in my district, but here on the mainland as well as in the developing Pacific basin, just as your youngsters come to Hawaii seeking opportunities, employment, and sunshine.

WICHE

THOMAS M. SHAY
Associate Professor of Higher Education
University of Colorado

It seems to me that in our discussions today we are basically concerned with two factors, thus far not labeled, in community college organization. On the one hand, we want to establish an organization which will be *effective* in serving the needs of all the citizens who are, or might be, touched by community college activities. On the other hand, we have a deep concern for *efficiency* in the use of public moneys, in the use of human resources, and in the use of physical resources. I should like to focus for a few minutes on a matter which seems to me to be related to organizational *effectiveness*. In the long run, I believe this matter also relates to efficiency.

State-level organization is, or at least should be, intended to increase both the effectiveness and the efficiency of community college operation. I believe there is some danger, however, that as state-level organizations have more responsibilities and become more complex, they may tend to become primarily concerned with efficiency, at the cost of reduced concern for effectiveness. But I also believe this state of affairs can be avoided, if we remind ourselves of the danger, and structure the systems so as to insure that a continuing emphasis is placed upon educational effectiveness.

The Need for Statewide Coordination and Leadership

Briefly, my thesis is that the greatest effectiveness of the community college is achieved when there is the widest dispersion of leadership and of participation in decision-making. In part, this can result from local autonomy; more important, however, is the structuring of both local and state organizations so that participants at all levels have an effective voice.

Dr. Wattenbarger mentioned the decreasing emphasis upon local orientation of the two-year college. I will not dispute the point that such a decrease is occurring, and often for good reasons. As Dr. Wattenbarger pointed out, the organizational and fiscal centers of community college operation in many states are tending to shift from local to state sites. In some states there is need for state-level planning to encourage the establishment of community colleges and to improve existing colleges. There is often need for state control over the location of colleges. Perhaps most important, there is in many states need for an agency which can collect data and opinions, in order to present a unified community college case to the legislature. Taking all these factors into account, it is difficult to dispute the need for coordination and leadership at the state level. However, the *degree* of necessary state-level coordination and planning is another question, and I think it will vary widely from state to state just as patterns of community college control and finance vary widely.

Community Colleges are Close to Local Communities

Regardless of the organizational pattern adopted in a given state, it seems to me to be of critical importance that we devise means of maintaining and increasing local involvement. Dr. Wattenbarger has described a president's council and an academic council which have been devised to help do this in Florida. I am suggesting much wider application of this principle. By and large, two-year colleges have been the only elements of higher education specifically geared to the interests and characteris-

tics of local communities. This has been, and is, more than a matter of offering courses needed or wanted by local citizens. In its highest development, the truly *community* college has become a community focal point, a generator of individual and community concern for learning of almost limitless kinds.

Where this kind of community college development has occured, it has been characterized by a great deal of involvement of the people, and by a continued responsiveness to the people's interests and needs. The kinds of involvement and responsiveness have ranged from setting up advisory groups of corporation executives to setting up evening counseling centers in low-income residential areas. In another vein, the range of citizen concern has been from passing a multi-million-dollar bond issue to roofing the one and only classroom building.

The optimum outcome of this kind of involvement with the local community has been a commitment on the part of local citizens. The major importance of commitment is not that it sustains the college, important as sustenance is. The great importance of local citizen commitment is that it can engender and sustain interest in and concern for learning; and experience shows that this can happen in communities which have previously evidenced little interest in learning.

This kind of involvement with and commitment of the community is of great importance in small and medium-size communities. But I would argue that it is of supreme importance in the metropolitan centers and particularly in what has come to be called the inner city. For it is in the inner city that we find those citizens who have probably the least knowledge of what a community college can do but have perhaps the greatest need for involvement in learning.

> **". . . out of every 100 students who enter a junior college as freshmen, about 30 go on for baccalaureate degrees."**
>
> *DR. WATTENBARGER*
> *—FLORIDA*

The public school experience of some of our largest cities is relevant here. It seems apparent from reports that in New York and Washington, to use but two examples, there is an acute failure of communications between the schools and the families served by the schools. Doubtless there are many reasons for this communications failure. My point today is that many of the remedies proposed involve bringing the people closer to, and actually into, the processes of educational decision-making. Indeed, as we have read, the Bundy committee proposes splitting the New York City system into 30 to 60 school districts, each with its own local board.

Is there not a lesson here for us? As the locus of many kinds of community college decision-making moves away from the local community, it seems to me to be imperative that we structure the systems so that local groups—faculty, students, and public, as well as administrators—retain a clear and effective voice in those community college decisions at both local and state levels. Only by encouraging and responding to the involvement of many local groups in all kinds of communities can we make maximum use of available brain power and retain the widespread commitment which has been one of the strengths of the community college.

Perhaps I should enter a disclaimer. I am not suggesting that state boards and officers in any state are setting out to undermine the local involvement of community colleges. What I am suggesting is that, as organizations grow larger and more complex, there seems to be a natural tendency for decision-making to become more centralized and policies more rigid, unless leaders in the organization make a conscious effort to countervail this tendency. This seems to be particularly true where budget control becomes more centralized, for program control tends to follow budget control.

This community college we are talking about is the people's college; if it ceases to be responsive to the people, it loses one of its chief reasons for being. But in order for it to be responsive there must be wide latitude given to local colleges, for communities differ greatly and ideas on how to meet community needs differ even more greatly. If both local and state officers are alert, they may find that leadership, as well as support, comes at different times from all levels of participants. Sound ideas for the people's college are likely to come from the ill-educated but observant citizen, as well as from the dean of instruction. I maintain that whatever the source of community college funds, whatever the nature of state-level organization, there can be provision for flexibility and local creativity, to meet local situations.

If the local college participants have a strong voice in determining the goals and activities of their college, then they are likely to be more interested in working out programs directly related to their community, more interested in experimentation and innovation, and probably more interested in maximum use of available resources (i.e., efficiency). On the other hand, if local autonomy is eroded, and local participants have less and less control over the affairs of their college, then it seems likely that local participants will soon be saying: "Let George do it, because George is calling the shots anyway." Of course another alternative, where there is a great deal of centralization, is for local participants to combat the state administration at nearly every turn. When this happens, there is danger of negating the benefits of centralized planning and coordination.

In sum, I have intended to underscore and extend some points that Dr. Wattenbarger made, by emphasizing the need for maintaining the greatest possible local college autonomy, whatever the state-level community college organization may be. I have suggested that we remind ourselves that leadership in an organization, whether local or state, does not always come from the titular heads, but should be and can be cultivated among participants of many levels. Basically, I believe local autonomy and the spread of leadership are desirable because they can lead to maximum *effectiveness* of the organization, even though a high degree of centralization may seem, in the short run at least, to be more *efficient.*

From this point, I am constrained to say that I consider the most important role of the state-level organization to be the facilitating of local endeavors. This role does not obviate the need for state-level coordinaton and leadership. It does, however, place a somewhat different emphasis upon them.

I would not pretend that it is easy to operate an organization composed of many committed, though diverse, ele-

ments. Nor is it easy to allow leadership to develop at many levels, for persons who are committed to ideas are willing to do battle for those ideas, and tensions are sure to develop. But would we really want it otherwise?

What we are seeking is an optimum set of working relationships between local and state leaders all having the some fundamental goal—maximum community college service to the people. At times, intermediate goals will conflict. But the conflict itself has value, for it can lead to a thorough and fruitful evaluation of ends and means, provided there is broad-based participation in discussion and in decision-making, and a willingness on all sides to use good ideas, whatever their source.

WICHE

GEORGE L. BROWN
State Senator, Colorado

Statewide coordination is the most important recent trend in community junior college developments, as Dr. Wattenbarger said. He listed the reasons for this trend: recent increases in concern, interest, and support for education by the federal government which has emphasized the states' roles; the requirement that state plans be submitted and approved before federal funds are released, giving impetus to state function; the concern state legislators have for warranted use of limited state resources, resulting in the establishment of state boards in states which previously had given little or no consideration for statewide coordination; the recognition for the need for long-range as well as short-range planning, motivating more boards to give additional consideration to coordination; and changes in sources of tax revenue, creating fiscal burdens on some previous junior college systems.

Throughout his remarks, Dr. Wattenbarger dwelt on the theme that statewide coordination is effective only when there is an expression, by the governing board, of leadership and not a drive for control. He also enumerated other national trends of community colleges: there will be more community colleges established in the months and years to come; we can expect more federal and state financial support; every state is showing increased emphasis on occupational education; and more concern is being placed in faculty development and increased faculty salary ranges. In discussing the responsibilities of what he described as an effective statewide coordinating system, he listed: those related to overall state planning including the establishment and development of new institutions; organizational structure and staff services; policy-making and institutional management; faculty and staff needs; curriculum matters; and the relationships with other organizations and agencies. He also explained the Florida system of boards for what he described as the utmost effective coordination. This system included a junior college presidents' council, council of academic affairs, and the junior college conference for student activities. Responsibilities that he listed for the Florida state board included: establishing and enforcing minimum qualifications for faculty; final approval of college president appointments; final approval of curriculum; developing common approaches where possible; helping determine where specialization is necessary; establishing guide lines to form the basis for agreement between institutions in new programs; creating the atmosphere for agreements between the upper collegiate programs and the junior college.

Dr. Buffington presented a different role than had been presented for junior college systems: that the primary emphasis should be on students and the quality of the educational program; that the genius of the junior college system has stemmed from responsiveness to local needs and local changes; and that democratic institutions cannot survive the ever-increasing gap between the citizen and the effect of his vote and his voice.

State Senator Larry Kuriyama of Hawaii discussed with, I thought, a lot of clarity and certainly a lot of pride, what he called the unique, and I quote, "American educational system" in Hawaii where the state government supports and operates the public school system from kindergarten to the doctorate degree. In discussing his system of five provosts, one for each community college, a university vice-president responsible for community colleges who then reports to the university president, he showed, I think, some indication of state coordination in a state system. The senator also stressed that the term "community" could tend to present the

unfortunate image that the institution was oriented only at local level and was not oriented in a much broader sense, as he apparently desired.

Dr. Thomas Shay, of the University of Colorado, echoed some of Dr. Buffington's comments, but he also stressed that we are basically concerned with two factors, thus far not labeled in community college organizations: on the one hand we want to establish an organization which will be effective in serving the needs of all the citizens who are or might be touched by community college activities; on the other hand, we have a deep concern for efficiency and the use of public moneys, the use of human resources, and the use of physical resources.

The evaluations were all complimentary for WICHE. Several indicated the need for a WICHE follow-up, and I suggest that it be in Hawaii. Serious consideration was also asked for the problem of states which have isolated communities and which have smaller populations than those of Florida and California.

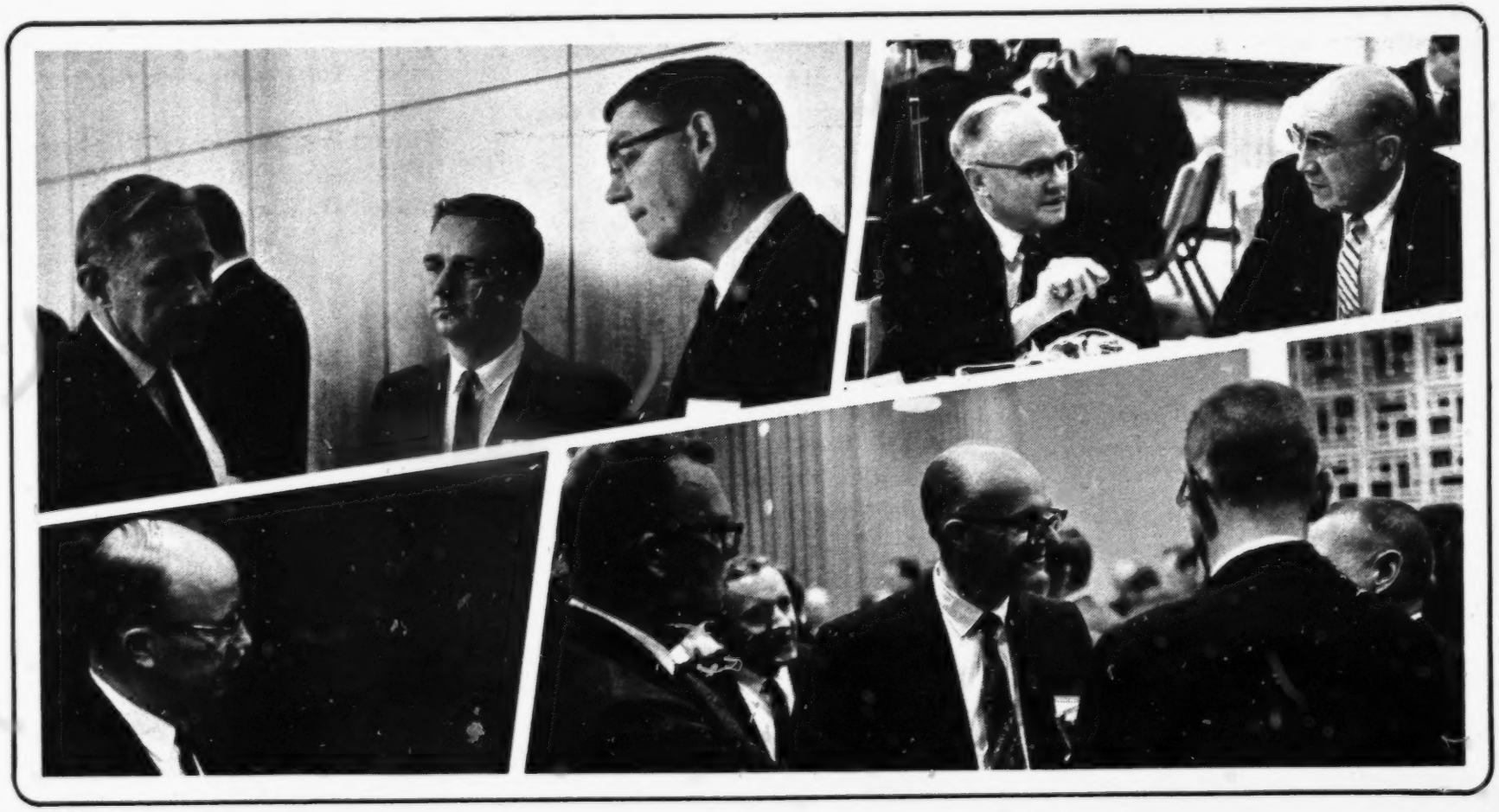
The theme that appeared to run throughout the evaluation sheets was a fear that states were rushing to centralization without adequate study, and it seems to me that this is another good reason for a follow-up conference. Some indicated that they wanted more conflict. Some emphasized that local control and citizen participation are absolutely necessary in community college structures. But I also want to stress, and I hope they agree with me in my assessments, that what we really mean is involvement of the citizens and of the local community and that we recognize that control certainly must be balanced among several elements, including, I believe, all parts of the community. There must certainly be a balance with the state government and with federal structures.

Utah State Senator Dean put the educators on the defensive, and there were a number of wonderful remarks from that point on as to why they felt they were willing to rush into the lion's den.

The provocators, I thought, were excellent. Dr. Barrett of Wyoming stressed that the basic goal of public education is to extend the educational opportunity to all persons and to improve and expand educational systems to meet the need, not only of today, but also of tomorrow. He said that the western states should ask WICHE to develop a program of coordination to avoid duplication of effort in the area of community colleges.

Mrs. Thomas Scales asked some very serious questions that I think ought to be answered in the very near future. How good are our faculties at our community college level? Why do community colleges still tend to be defensive? Can community colleges be all things to all people? How much further can they be expected to expand? Are we going to be in the business from the cradle to the grave?

WICHE



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